DOCUMENT RESUME

ED 198 201 UD 021 145

AUTHOR	Paddock, Susan C.: Mercure, Nancy
TITLE	Planning Handbook.
INSTITUTION	Arizona State Univ., Tempe. Southwest Regional Center for Community Education Development.
SPONS AGENCY	Arizona State Univ., Tempe.: Mott (C.S.) Foundation, Flint, Mich.: Office of Education (DHEW), Washington, D.C.
PUB DATE	80
NOTE	115p.
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*Citizen Participation: *Community Education: Community Involvement: *Educational Planning: Educational Policy: Guidelines: Program Development: Program Implementation

ABSTRACT

This handbook was designed to assist advisory councils, program staff and administrators, and community members in planning community education programs and in managing those programs effectively. Chapter I defines and describes planning: what it is, why it is used, and how to engage in the process. The critical role of planning leaders is discussed in Chapter II. The strengths and weaknesses of ten different planning approaches and an example of the planning process are presented in Chapter III. Chapter IV outlines critical questions regarding twelve elements of community education that groups can respond to in order to identify important components for the planning process. Chapter V discusses the review, evaluation, revision, and recycling of plans and planning processes. A training outline for planning, references, and sample goal setting and planning instruments are appended. (MK)

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PLANNING HANDBOOK

By

Susan C. Paddock

and

Nancy Mercure

A Project Jointly Sponsored By
The U.S.O.E. Office of Community Education
The C.S. Mott Foundation
Arizona State University

1980

U0021145

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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FOREWORD

This handbook has been written to assist educators and citizens in planning community education programs and in managing those programs effectively. It has been written not only as a discussion of the planning process, but also as a guide to the approaches and critical questions which undergird good planning and planning management. This handbook is not meant as a comprehensive discussion of planning, but rather as a manual to help others to understand and to use planning as a tool for sound program management and development.

This handbook

+ defines what good planning is,

+ describes approaches to planning,

+ provides a sample plan and planning process,

+ incorporates community education components into the long-range planning process, and

+ provides a training guide for planning. (Appendix A)

The handbook can be used by advisory councils, program administrators, staff, and community members in the development and improvement of community education programs.

The handbook is a product of a year-long project which was funded by the U. S. Office of Education--Office of Community Education.* The project was a response to an identified need for training in comprehensive planning for community educators in particular, and for the community more generally. This need surfaced in reports of state-level and local community education programs and was summarized in the introduction of the project proposal:

> Without a planning approach community education will continue to be a day-to-day operation, subject to economic cycles and administrative whims, and doomed to be

* ESEA Amendments of 1974 (PL 93-380) "Community Schools Act of 1974"(Grant Number G007902777)

> little more than an add-on program. . . . Despite rapid change and the concomitant necessity for long-range planning and development in community education, little or no training using a planning approach is now being conducted. Instead, training continues to consist largely of one-shot, problem-solving sessions which by their nature create dependency on the part of the trainee and which fail to build the capacity within districts to develop and implement self-sustaining programs of growth and improvement.

For further information on the project, the reader is directed to the Project Report and Evaluation.

This handbook could not have been written without the time, energy, and dedication of community educators who participated in or directed field experiences. The authors wish to thank especially Dr. Patrick Long of the University of Colorado - Boulder and Dr. Carolyn O'Donnell of New Mexico State University - Las Cruces for their assistance as Project Coordinators; Jan Mehlin of the University of Colorado - Boulder for her help as Project Assistant, and all the members of the district teams in Colorado, New Mexico, and Arizona without whose participation and input the project and its products could not have been completed. Although these people were invaluable to the project, the opinions expressed in this handbook are those solely of the authors; they do not necessarily represent the policies or positions of others in the project or of the Office of Community Education. No official endorsement, therefore, should be inferred from any of these organizations or individuals.

For additional copies, contact:

Southwest Center for Community
Education Development
108 Farmer Building
Arizona State University
Tempe, AZ 85281
(602) 965-6185

CHAPTER I:

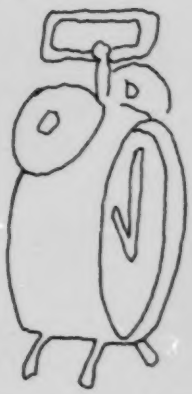
INTRODUCTION TO PLANNING

Planning--also known as forecasting, designing, mapping, or other similar terms--is an often-used term in modern life. It is well known that our society is changing rapidly, and generally accepted that we must plan for that change if we are to control our destinies. Yet "planning" is, at its worst, little more than organized anxiety about the future; at its best, it is rarely more than the setting of general goals and the stating of desired outcomes, with little comprehensiveness or concreteness in those goals. Good planning, on the other hand, is more than mere wishing. Rather, it is a method of *intervention*, a *continuous process*, a *systematic* means of matching needs and resources to achieve *identified goals*.

In community education, planning is a necessary tool to counteract our tendency to develop a welter of activities and classes which are poorly coordinated and narrowly based. Without planning, it is almost inevitable that programs will be "band-aid" approaches which attempt to meet immediate needs and which are too often insufficient, inefficient, ineffective and unresponsive to larger concerns and issues. On the other hand, with good planning we will be able to say not only where we are going, but also where we are in our progress toward that goal; in other words, in developing and implementing a plan we will be able to know how far we have come and how far we have yet to go, and we will be able, further, to take action to assure that we are at the appropriate place at the appropriate time.

WHY PLAN?

Because planning takes time and effort and because it is future- rather than present-oriented, many people think of it as a luxury. However, planning--at least informal planning--is a natural aspect of human existence. Making that planning process a formal one means a person or group can look at the future in a systematic and more objective manner. This can lead to



+ clear definitions of options and alternatives available.

+ systematic setting of priorities.

+ decisions about goals, both long- and short-range, that are based on information rather than on attitudes and opinions.

+ identification of strengths upon which an improved program can be built.

+ agreement as to the ultimate goal or purpose of the school or the organization.

Planning is important because it can offset uncertainty and change, focus attention on objectives, gain efficient operation of a program, and improve the management and control of a program or an organization. Planning is an integral part of program management since all other functions depend upon an effective planning process; planning is the core of the management system because it, in fact, dictates the scope of operation and the flavor of action of an organization.

WHAT IS PLANNING?

Planning is a systematic and continuous process which prepares for change or attempts to shape and control change. As such, planning involves:

+ FORECASTING - looking toward the future and assessing probabilities.

+ DESIGNING - creating plans of action, directed at specific goals.

+ STRATEGIZING - defining strategies and activities to meet stated goals and objectives.

+ ORGANIZING - using a systematic approach to decision making.

+ PARTICIPATING - involving those in the decisions who will be affected by them.

+ COOPERATING AND COLLABORATING - using all possible resources in order to achieve the best possible results.

In other words,

> Planning is deciding in advance what to do, how to do it, when to do it, and who is to do it. Planning bridges the gap from where we are to where we want to go. (Koontz, p. 113)

Planning may be long-range or short-range. Long-range planning depends on short-range planning, for if one does not take care of the next ten days the program may not be "alive" in ten years and therefore not require long-range plans. Short-range planning, however, is often reactive, responding to immediate needs with specific solutions. Long-range planning, on the other hand, is proactive, looking at needs in a more comprehensive way and developing more general solutions. When an organization engages only in short-range planning it encourages a defensive management system and sets goals that are safety- and security-oriented. When the organization uses long-range planning as well, it encourages responsive management and sets goals that are oriented toward maximizing organizational performance.

TYPES OF PLANS

Plans come in many shapes and sizes, some of which we use every day without thinking of them as plans. Some types of plans are:

+ goals and objectives - the endpoints of planning.

+ policies - guides to decision making.

+ strategies - what direction is envisioned and how emphasis and resources will be deployed for that purpose.

+ procedures - guides to action (may be related to policies).

+ programs - goals, policies, procedures, rules, task assignments, action steps, resource deployment necessary for a given course of action. Programs are supported with fiscal resources.

+ budgets - statements of expected results expressed in numerical terms (a "Numberized" plan)

(From Koontz, 1972, pp. 116-122)

No matter what kind of plan is developed, from the simplest to the most complex, it is clear that plans by themselves can do nothing; they require action. On the other hand, action without plans "must become merely random activity, producing nothing but chaos." (Goets, p. 63)

WHAT PLANNING IS AND IS NOT

The definitions of planning emphasize that it is a means

+ to use available resources
+ to attain specified objectives
+ in a manner which allows for continuous evaluation of the planning process itself and for the achievement of identified goals.

We can understand planning better by looking at what it *is* and what it *is not*:

Good Planning Is	Good Planning Is Not
* a process for anticipating the future	* merely a reaction to immediate needs and concerns
* a systematic way of thinking about goals and directions of the group or organization	* the use of someone else's plan or planning process simply because it worked for them, without considering one's own situation and unique characteristics
* a means of establishing priorities for action	* a brainstorming session of all we want to do in a period of time
* a record of steps taken throughout a project which will be helpful in further planning; a procedure for reflecting on what has already been accomplished in a plan and how well the plan is working	* simply the writing of a plan
* a method for changing and updating a plan to meet new needs, use new resources or take into account new constraints	* a process which becomes more important than everything else that a group or organization does

* a plan of action that tells WHAT will be done and WHEN, WHERE, HOW, and BY WHOM

* a decision about what will be done without deciding how it will be done and who will do it

* an approach for involving those who will be affected by the plan to determine what that plan will be

* an activity completed by an administrator (or group of administrators) in the inner recesses of some central office

* a means for stimulating change and improvement while, at the same time, increasing acceptance of the need for and desirability of change

* a process which looks at the entire program

* a process which focuses attention on only one aspect of the program

* a humanistic process which allows a group to monitor and control program growth and development

* a mechanistic procedure which by itself controls a program and all those in it

It is important to remember that change--growth and development--is central to planning. Understanding change and preparing for it leads to more effective planning. Being a planner means that one is also a change agent.

PLANNING VERSUS "THE PLAN"

"Planning" is not synonymous with "the plan." Often a committee or council meets at the beginning of the year, establishes goals and a plan for achieving those goals, and adjourns. The plan is filed in a cabinet and reviewed at the end of the year, at which time some determination is made of the extent to which each of the goals has been achieved. This day of judgment often is not a pleasant one, for seldom is everything achieved that was hoped for.

Even more serious than this year-end review are its long-term effects. Later, when it is again suggested that a planning committee be formed, the response may reflect earlier ment with planning. Complaints that "we have already done that, and it didn't help us" may accompany remarks about planning. What those grumblings are often directed at, however, is not "planning" but "the plan."

A plan is a product of a planning process. A plan is a fixed entity which is time- and place-specific; planning, on the other hand, is a comprehensive and ongoing process which is perhaps most characterized by its flexibility and responsiveness to changing conditions. A plan may be filed or posted; planning takes that posted plan and uses it as a daily, weekly, or monthly reference point and as a means for taking action to assure that progress *will* be made toward identified goals. Planning, that is, is not only an event which takes place at the beginning of a project but also a built-in monitoring process which continues throughout a project. As Lowney has said:

> The key to successful long-range comprehensive planning is commitment. No matter how one looks at a plan, it is just that--a plan; that is, good intentions, unless it degenerates into work. The test of any plan is whether the administrator. . .actually commits resources to action which will bring results in the future. Unless these commitments are made, we end up with only promises and hopes, but no plan. (p. 9)

Of course, planning results in and later works with the plan. It is important to remember, though, that the plan a group creates will become a tool for continued planning.

PLANNING
THE
PLAN
PROCESS

THE STEPS IN PLANNING. Planning is a comprehensive, ongoing process whose result is programs and activities that meet identified needs and achieve specified goals. The steps in the planning process are:

1. Goal Identification - identifying desired outcomes of the planning process (This may come before or after the needs assessment.)

2. Needs Assessment - the assessing of the difference between "what is" and "what should be," or the identification of what is necessary or desirable--this can be seen either as *problem identification* or as *opportunity identification.*

3. Premising - establishing and agreeing upon planning assumptions or expectations about the organization and the environment in which the organization exists. This includes expectations about both tangible and intangible things or events, as well as assumptions about the degree to which these can be controlled. Premising involves forecasting about economic, technological, social and political changes and agreeing on how the organization should respond to those changes.

4. Problem Analysis - determining why needs exist, what discrepancies exist between needs and goals, whether there are several parts to the problem, and the extent to which the problem, in part or as a whole, can be addressed.

5. Determining Alternatives and evaluating alternatives in terms of their probable effectiveness, cost, impact, feasibility, etc.

6. Selecting a Course of Action.

7. Establishing Measurable Objectives.

8. Implementing the Selected Course of Action - including feedback on how well the program is meeting needs and achieving goals.

9. Evaluating the Action and altering programs where necessary.

10. Recycling the Planning Process - reassessing needs and goals.*

* These steps are described in greater detail along with a description of the facilitator's role in Paddock, S. C. et al, 1978.

THE DIMENSIONS OF PLANNING. Planning is always a situation-specific activity. The processes of one planning group may be quite different than those of another group since the purposes of planning are determined by:

DEFINING DIMENSIONS

1. the timeframe for planning--how long are we planning for? (short-range, medium-range or long-range)
2. the planning level--who is involved? (low level to high level)
3. the subject(s) of planning--what are we making plans for? (fiscal resources, physical resources, human resources)
4. the elements of planning--what already exists to guide the process? (organizational goals, premises, objectives, budgets, quotas, policies, procedures, rules, regulations.)

CONSTRAINING DIMENSIONS

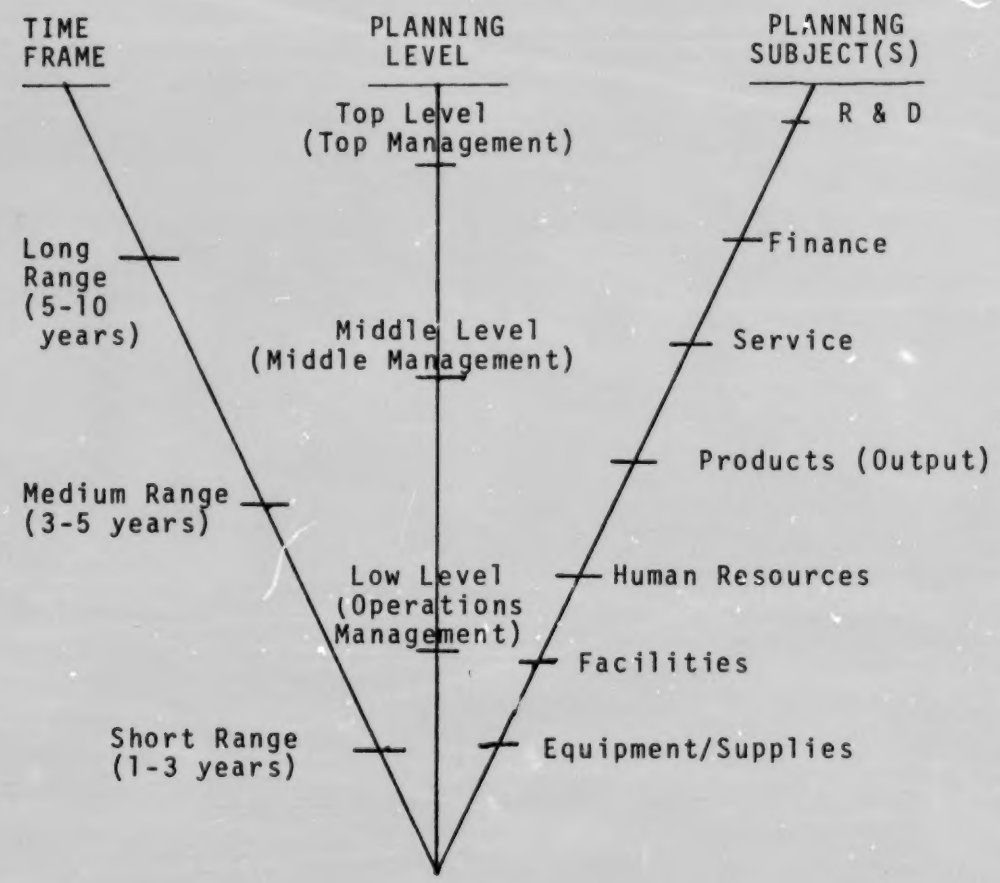
5. the environment of planning--what may affect the planning process? (economic, social, political, legislative, technical considerations)
6. the characteristics of planning--to what extent is the proposed planning process flexible? rational? comprehensive? specific? relevant? monitored? confidential? informal?

(from Harrison)

These dimensions of planning are shown in Figures A-1 and A-2.

Figure A-1

DEFINING DIMENSIONS OF PLANNING

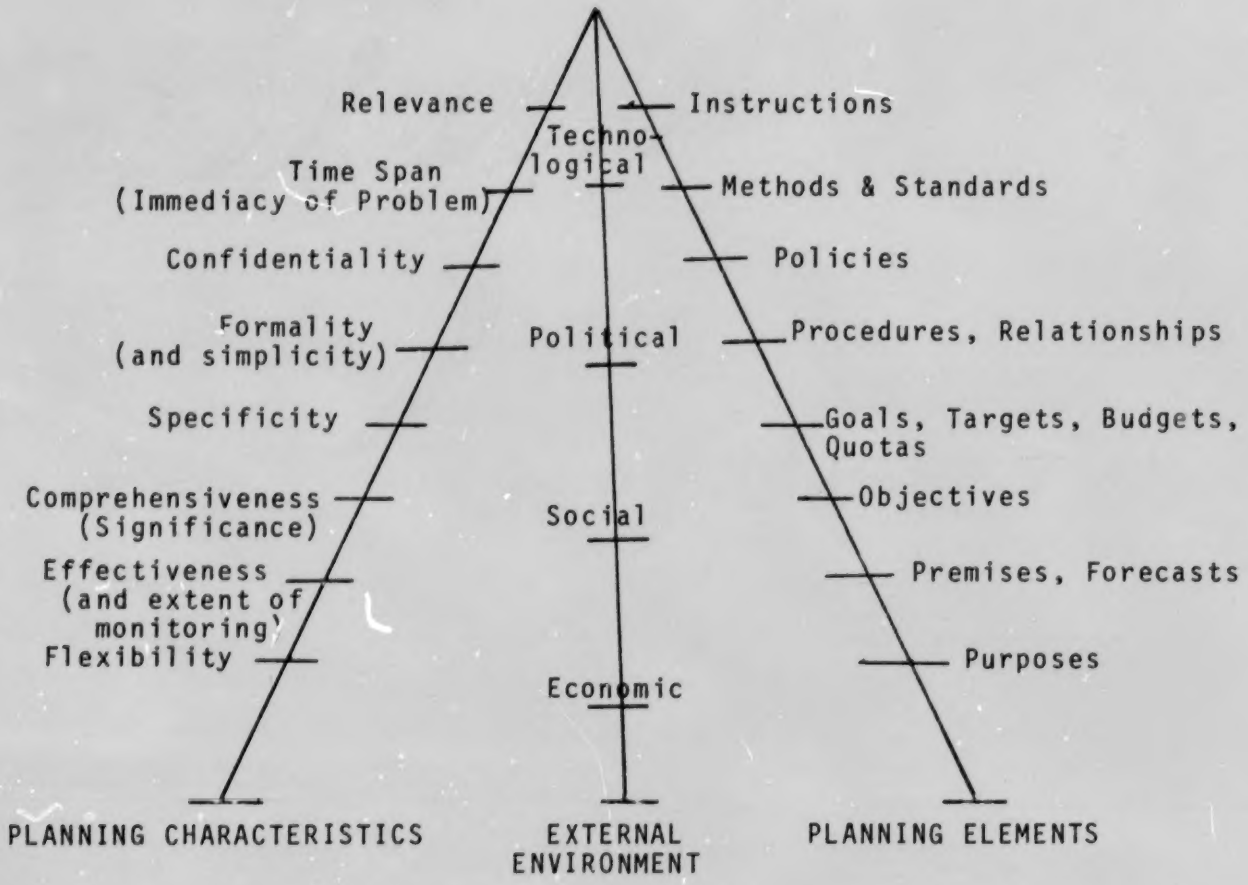


To use Figure A-1: (1) determine the time frame appropriate for the planning task; (2) determine the planning subjects of the task; (3) draw a line from the timeframe point to the planning subject point; and (4) identify the point where the line crosses the center axis. This point defines the appropriate planning level.

Adapted from George A. Steiner, 1979, p. 12.

Figure A-2

CONSTRAINING DIMENSIONS OF PLANNING



To use Figure A-2: (1) determine the most important characteristics of the proposed planning process; (2) determine the most important planning elements; (3) draw a line from the planning characteristics point to the planning elements point; and (4) identify the point where the line crosses the center axis. This point defines the most important external environment constraints.

A word of caution: the dimensions-of-planning analysis is only for *guidance* in analyzing the planning process.

To illustrate how the dimensions of planning affect the planning process, consider the following two groups:

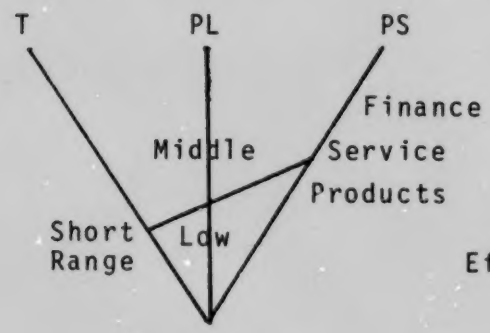
Group Alpha is considering 5-10-year plans for the construction of school facilities. The group is made up of the superintendent, the school board chairperson, an architect, and three leading citizens of the community. There is sufficient bonding capacity to support a large-scale building project, but there are political groups within the community which are opposed to the expansion of school facilities and responsibilities.

Group Beta is planning for the establishment of community school programs in Beta School during the coming three years. The group, comprised of the principal, the community school director, and five citizens of the community, must be concerned not only with identifying and meeting the needs of the community with regard to specific programs, but also with establishing a fee structure and generating external funding to support the program. The group also seeks to receive board support.

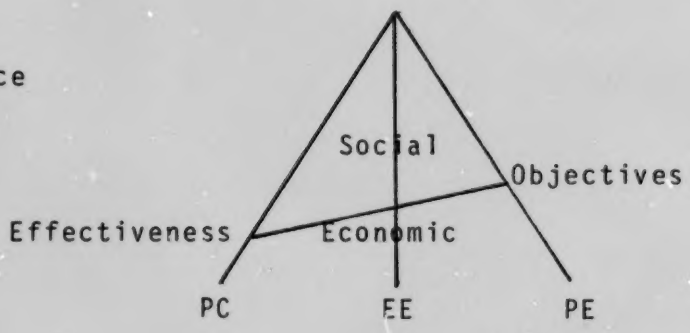
While both of these are planning groups, Alpha is engaged in long-range planning which is focused on physical resources in the district and which, at the same time, must take into account the very real political forces in the external environment. On the other hand, Beta is engaged in short-range, relatively lower-level planning and is most concerned about fiscal and human resources and, further, in generating policies and procedures to provide continuing support for the program. Both of these groups are involved in important planning processes; while the elements of their particular situations will affect their planning processes, each of those processes will be valuable in its own right.

If we were to chart Group Beta on the Planning Dimensions Scheme, we would see:

Defining Dimension



Constraining Dimension



THE PLANNING PROCESS

Planning is a process. Therefore, it is important to *focus* on that process, to determine what it is and is not, what it can and cannot do. "Planning to plan," as some have labelled this approach, allows one to think about the process before becoming involved in it.*

The character of the planning process is determined largely by the planning group. The nature of this group should not be overlooked since,

> . . .the structure and form of any system determines the patterns of interaction which will take place and these, in turn, influence the attitudes of the participants. . . .Changes in the patterns of action have direct implications for people's habits and values. . . .It is once again a case of the medium (the planning process utilized) serving as part of the message.
>
> (Warden, in Burbach & Decker, pp. 87-88)

* See The Planning Assistance Kit, Columbus, Ohio: CEPP, 1980.

Who serves on a planning committee and how a person relates to others in the group affects th the outcomes of the group. (See Warden, in Burbach and Decker, pp. 83-93.) In developing a planning group, therefore, the following questions need to be answered:

Who should be in the planning group?

- what agencies, organizations or groups should be involved?
- how large should the group be?

How should members of the planning group be chosen?

- who should establish criteria?
- who should select members?
- will the number and nature of participants change at different stages in the planning process?

What is the role of the group?

- to gather information?
- to develop alternative plans?
- to select and recommend a plan?
- to provide continuing monitoring of a plan?

Who will lead the group? How will they be chosen? What will their role be?

Planning to plan means that other questions also need to be answered:

Why are we planning? What is the goal of this process?

What resources are available for the planning process? (human, physical, fiscal)

What information is needed at each step of the planning process? *How* will this information be gathered, analyzed and reported?

How will we monitor the planning process?

Warden emphasizes that the process component of planning is especially important for community educators since that process is reflected in the product. He, therefore, suggests that community educators (1) discover and use "planning processes which are consistent with the philosophy of community education;" (2) "make the planning processes more people-oriented;" (3) "direct planning attention to a variety of interaction levels and seek ways of linking these various planning efforts;" (4) "uncover, design, and select evaluation tools and techniques which can help measure the effects of the planning porcess upon the participants;" and (5) "use a facilitative leadership approach in connection with planning efforts."

(in Burbach and Decker, pp. 90-93)

SUMMARY

MAKING PLANNING EFFECTIVE. A final list of "do's" and "don't's" summarizes this chapter and outlines the necessary elements for effective planning.

DO'S	DON'T'S
DO make planning systematic and organized	DON'T engage in planning with little or no forethought
DO plan for planning	DON'T leave planning to chance
DO make planning definite	DON'T rely on informal planning
DO include top decision makers and credible leadership in planning	DON't rely on interest or pressure groups as planning groups
DO include those who will be affected by planning outcomes (whether clients or employees)	DON'T exclude those who have no power but who must use the outcomes of planning
DO communicate goals, premises, and policies which will affect planning	DON'T plan in an information vacuum.
DO be sure that there are sufficient resources for planning	DON'T begin to plan when no time or resources are available for the process
DO assess the climate for planning--the awareness and acceptance of change	DON'T begin to plan if the group or organization is not ready for change

DO BE SURE THE ORGANIZATION IS COMMITTED TO PLANNING

A final note: planning is change, and thus by its very nature can be a problem. For effective planning, a favorable attitude toward change must be developed in an organization; the experience of the president of a large American company illustrates the considerations for developing such an attitude:

> Change is more acceptable when it is understood than when it is not.
> Change is more acceptable when it does not threaten security than when it does.
> Change is more acceptable when those affected have helped create it than when it has been externally imposed.
> Change is more acceptable when it results from an application of previously established impersonal principles than it is when it is dictated by personal order.
> Change is more acceptable when it follows a series of successful changes than when it follows a series of failures.
> Change is more acceptable when it is inaugurated after prior change has been assimilated than when it is inaugurated during the confusion of other major change.
> Change is more acceptable if it has been planned than if it is experimental.
> Change is more acceptable to people new on the job than to people old on the job.
> Change is more acceptable to people who share in the benefits of change than to those who do not.
> Change is more acceptable if the organization has been trained to accept change.

(R. M. Besse, "Company Planning Must Be Planned," Dun's Review and Modern Industry, Vol. 74, no. 4. pp. 62-63 (April, 1957).

Clearly, strong leadership is crucial for good planning. In the next chapter the identification and development of leadership for planning is discussed.

CHAPTER II:

LEADERSHIP IN PLANNING

INTRODUCTION

The discussion of the planning process highlights the importance of the planning group. We have noted the following things about that group which influence the outcomes of its deliberations:

the selection process and criteria
- +who selects and how

the group's composition
- +program users & program providers
- +policy makers and policy administrators
- +experienced planners and interested citizens

the group's role or function
- +definition and scope

the group's approach to planning
- +sense of ownership
- +sense of responsibility for outcomes
- +sense of importance of the process

The leadership of the planning group is as critical as the group itself. A leader may emerge during the course of the development of the group, but often a leader is appointed by the sponsoring organization. In this chapter we will discuss the characteristics and skills of effective planning leaders, the means to assess and develop planning skills and the leader's role in managing the planning process.

CHARACTERISTICS AND SKILLS OF PLANNING LEADERS

There is no "ideal" planner, since the specifics of planning situations require a variety of skills and attitudes.

> Anyone who plans is an agent of change. It does not matter whether a person is a politician, producer, a businessman, or an educator. What is essential to the definition of a planner is that the person be concerned with instituting change in an orderly fashion, so that tomorrow something will be better than it is today. (Duhl, 1967)

Nevertheless, the identification of an individual's skills, characteristics and leadership style allow

us to make a judgment as to the appropriateness and probable effectiveness of that person in a particular planning situation. This, in turn, enhances the entire planning process.

+personal values

+personal problem-solving style

+knowledge and skills

+leadership style

+relationship to the organization and to the group (credibility)

The questions which follow are designed to assist in the assessment of an individual's own or another's leadership potential in a planning process.

A. Personal values. Values are the framework within which other actions and attitudes are placed. The value orientation of the planning leader should reflect the needs or value orientation of the organization or group.

Question: What are the leader's values? ideology? Are unity and consensus sought? Is controversy avoided? THE LEADER IS AN ENABLER/FACILITATOR/CATALYST.

Does the leader feel he or she represents the specalized interest of a particular population? Or is he or she concerned with accomplishing specific objectives? THE LEADER IS AN ADVOCATE.

Does the leader favor a grass-roots approach to planning or an expert approach?

B. Problem Solving Style. The way in which people approach problems affect (1) which situations they see as problems; (2) how they assign priority to problems; and (3) which problems they feel most comfortable to take on.

Question: What kind of a problem-solver is the leader? Are problems chosen because the leader has immediate access to the skills and resources necessary to solve the problems? AT THE EXTREME THE LEADER IS AN OPERATIONALIST (The leader may approach every problem with the same procedure or tool simply because that is the only method with which the leader feels comfortable.)

Are problems chosen based only on information from a quantitative needs assessment? AT THE EXTREME THE LEADER IS AN EMPIRICIST. (The leader may avoid dealing with problems for which "there is not enough information" or in which quantitative information seems to contradict qualitative information on the opinions of respected persons.)

Are problems chosen because of their potential implications? AT THE EXTREME THE LEADER IS A COMPROMISER OR SATISFICER. (The leader may settle for what is saticfactory rather than what is best on a long term basis.)

C. Knowledge and Skills. The knowledge and skills a person possesses are related to their problem-solving style and their values. No one set of skills is "best", although skills may be appropriate to particular situations. For example, if a leader is seen as a facilitator then it is necessary that the leader have facilitating skills. An ineffective leader is one whose skills do not match his or her values, the values of the group, or the necessities of the situation.

The chart on the following page lists knowledge and skills thought necessary for leadership in planning. To use the chart: (1) for each item, mark whether the knowledge or skill is possessed. at the *familiarity* level (able to discuss) the *understanding* level (able to explain or analyze; able to teach others) or the *application* level (able to carry out, apply, or directly demonstrate); (2) for each item, determine the level at which the skill or knowledge is needed; (3) identify areas where needed skills/knowledge are already at one's command-these are AREAS OF STRENGTH; (4) identify areas where needed skills/ knowledge are not the same as the ones already in hand-these are AREAS OF WEAKNESS; and (5) compare areas of strength and weakness to values and problem-solving style.

Type of Knowledge/Skill	Level Presently Possess F	U	A	Level Needed F	U	A
Knowledge						
Theory of Organizations	1	2	3	1	2	3
Theory of Organization Development	1	2	3	1	2	3
Theory of Change	1	2	3	1	2	3
Theory of Change Agentry	1	2	3	1	2	3
Theory of Group Action	1	2	3	1	2	3
Theory of Leadership & Leadership Styles	1	2	3	1	2	3
Theory of Planning	1	2	3	1	2	3
Skills						
Problem-solving Strategies	1	2	3	1	2	3
Goal Setting Techniques	1	2	3	1	2	3
Needs Resource Assessment	1	2	3	1	2	3
Techniques/Data Collection Procedures	1	2	3	1	2	3
Resource Recruitment	1	2	3	1	2	3
Evaluation Methodologies	1	2	3	1	2	3
Team-Building Strategies	1	2	3	1	2	3
Staff Selection and Supervision	1	2	3	1	2	3
Group Process Facilitation	1	2	3	1	2	3
Communication Techniques (Human relations skills)	1	2	3	1	2	3
Analysis Techniques (operational analysis; projections; program evaluation; cost accounting, etc.)	1	2	3	1	2	3
Analysis of Community Structures (social, political economic, decision making)	1	2	3	1	2	3
Analysis of community characteristics, interests	1	2	3	1	2	3
Interagency Cooperation & Coordination	1	2	3	1	2	3
Planning Techniques (PERT, PPBS, etc.)	1	2	3	1	2	3
Management Strategies (MBO, PDM, etc.)	1	2	3	1	2	3
Public Relations/Public Speaking	1	2	3	1	2	3
Budgeting/Fiscal Mgmt.	1	2	3	1	2	3

*Familiarity=able to discuss
Understanding=able to explain, techniques
Application=able to perform, demonstrate

With this information an appropriate leader can be chosen for a particular planning group. In addition, the information from the chart can serve as a guide in planning professional development activities.

D. Leadership Style. Leadership style reflects values as well as skills. Leadership style may change some what as the situation demands. However, a person's fundamental leadership style should be compatible both with the expectations of the group and with the requirements of the task-at-hand.*

Question: What is the leaders leadership style? Is there concern for outputs, products, results? Is THE LEADER TASK- OR PRODUCTION-ORIENTED. (The leader may ignore human needs in his or her concern for outcomes.)

Is there concern for how people are behaving and feeling during a task? THE LEADER IS INTERACTION-ORIENTED. (The leader may lose sight of the ultimate goals or purposes of the group.)

E. Relationship to the Organization/Group (Credibiiity). The planning leader must establish his or her credentials for that position, clarify the goals and limitations of planning, and demonstrate reliability and honesty.

Question: What is the leaders relationship to the planning group?

Is the leader an outside expert? Consultant? The group may accept his or her viewpoints or goals without further consideration by the group. A consultant always runs the risk of being held responsible for all decision-making. Although this allows the

*(For more information on leadership style see Paddock, S.C., et al Process Facilitation Manual U.S.O.E., 1977; and Paddock, S.C. and Sferra, B.A., Leadership Curriculum Module. Southwest Center for Community Education Development, 1980)

group to have a scapegoat when things become difficult, it also prevents the group from developing a sense of ownership in the planning process. Thus, the final product-the plan-is seen as someone else's and therefore may not be used.

Is the leader seen as the representative of the sponsoring organization? The offical spokesperson? This "official" position may lead some in the group to question a leader's actions, may cause others to formulate their words and actions in terms of what they think "the organization" wants to hear, and may encourage others to give greater weight to the leader's opinions than to those of other group members. The leader and the group should be aware of these potential hidden agenda.

Is the leader seen as a member of the group? "One of the gang?" As a *bona fide* group member the leader may be able to express opinions without fearing that others will either ignore them or follow them slavishly. At the same time, administrators or "experts" in the group may not readily accept this kind of leadership.

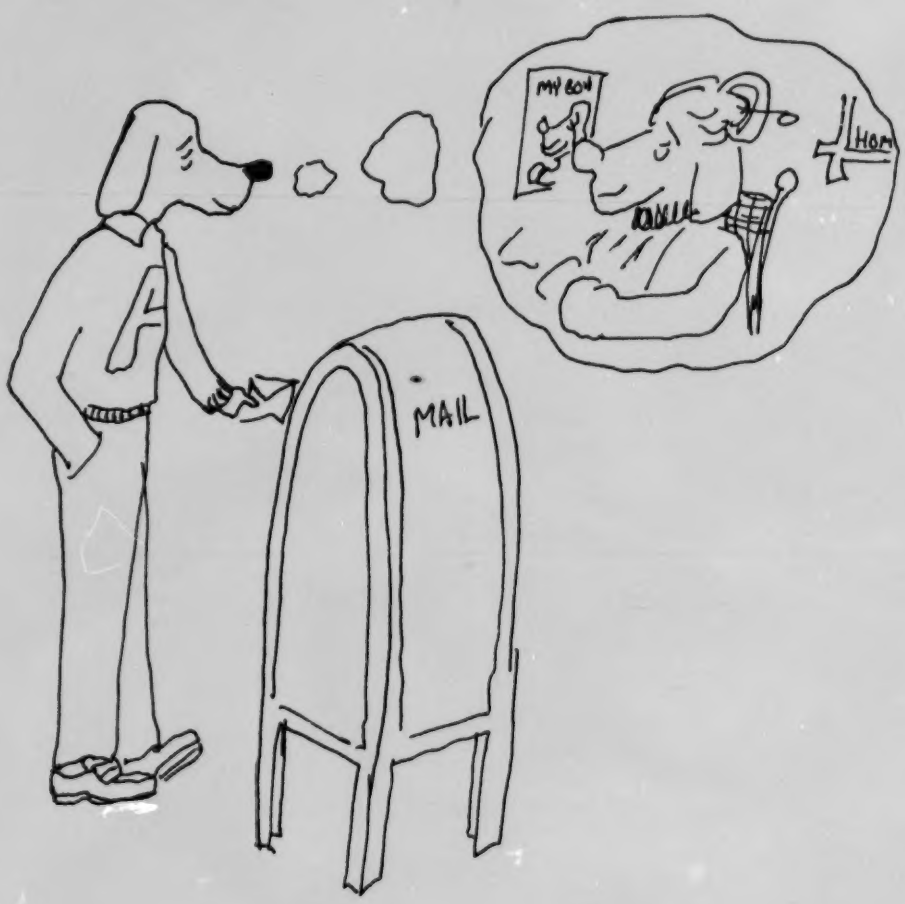
IN REVIEW

In this section we have identified the components of planning leadership: values; problem-solving style; knowledge and skills; leadership style; and credibility. Using this list allows for the identification of effective leadership for a planning group and thus increases the likelihood of a strong planning process.

This list can also serve as a personal "curriculum guide" for developing one's own leadership ability or the leadership of others. By identifying areas where styles, skills or values are incompatible with or insufficient for planning process in general, a master list for training can be developed. Activities, courses, or experiences then can be developed to increase planning leadership ability.

THE LEADER AND THE MANAGEMENT OF PLANNING

As a final note, it needs to be emphasized that the role of a planning leader is really one of managing the development and implementation of a plan. One difficulty with using an outside consultant as a planning leader is that that person is not available to monitor the implementation of the plan, and thus to be a part of the continuous process that we have identified as planning. An on-site planning leader, on the other hand, can establish a system to assess the plan at regular intervals, to note deviations, and to take corrective action where necessary. That is, a planning leader is also a manager, and vice versa, since planning is integral to all management functions. The management of planning, and the leader's role in that process, is discussed further in the final chapter of this handbook.



CHAPTER III:

PLANNING APPROACHES

INTRODUCTION

In the first chapters of this handbook, the concepts of planning and leadership in the planning process were discussed. These concepts are the necessary foundations to the planning process. They are translated into action through a planning approach.

There are many planning approaches, each of which has its own perspective. Each approach also has its advocates and its detractors, its advantages and disadvantages, its appropriate and inappropriate uses.

This chapter discusses these planning approaches. Each approach is described briefly and its strengths and weaknesses are delineated. References for further information are also provided, since the information in this chapter is for guidance purposes only. It is hoped that a planning group will find among these approaches one that can be used. Once an approach is chosen a general plan can be outlined. The group will then be ready to add details to the plan using the critical-question approach described in Chapter Four.

GOAL-SETTING TECHNIQUES

Goal-setting techniques are not complete planning tools. However, they are important procedures if a planning group has not already been given predetermined goals or if the group cannot agree on common goals. Once goals are set, the group can move on to establishing objectives, specifying activities, and creating timelines. Four goal-setting techniques are discussed here: Delphi; Nominal Group Technique; Community Education Goal Ascertainment; and Futuring.

THE DELPHI TECHNIQUE is a method of assessing group opinion through responses to a series of successive questionnaires rather than group meetings. It provides managers with a means to assess a range of ideas about goals and objectives, to give priority ranking to these goals and objectives, and to establish the degree of consensus held by the participants.

There are many possible variations in the Delphi format in both design and implementation, so it is a technique which can be adopted to special situations. The series of Delphi questionnaires is generally sent through the mail, since one of the main advantages of this technique is that each individual has the opportunity to give opinions without being influenced or overshadowed by other members of the group.

Typically, four sequential questionnaires are used in the Delphi technique. The first asks each respondent to provide some initial input on the topics under investigation through brief, written statements. The second consists of items developed from the first-round responses, and it requests individual judgments in the form of priority ratings on each item. The third questionnaire provides the respondent with a summary of second-round responses for each item, and he is asked to reconsider his own second-round responses in light of this information, and

either to move to the group judgment or to state the reason why he feels a minority position is in order. The final questionnaire provides each participant with new consensus data and a summary of minority opinions, and requests a final version of responses. The underlying assumption of Delphi is that, through each step, participants tend to move closer to a consensus opinion.

The Delphi technique can be applied as a forecasting technique in a wide variety of circumstances. An advantage of Delphi is that the anonomity of the respondents helps to reduce the effect of dominant individuals; the opinions of every member of the group are represented in the final response. The systematic feedback to group members tends to be interesting and motivating to everyone involved. The major problem with Delphi is that the entire process takes considerable time. Therefore, it is not a technique which should be utilized when a quick assessment must be made. Also, there are sometimes problems in getting the participants to return the questionnaires within a reasonable time. However, when applied appropriately, Delphi can be an extremely valuable tool in the planning process. The news article on the Scottsdale (Arizona) school system illustrates the outcomes of a modified Delphi.

Educational goals listed

Setting educational priorities and re-establishing parental authority over students should be the Scottsdale School District's top goals, according to a survey of 37 district residents.

The goal-setting survey results were presented to the School Board last night. It is the first of two such surveys which the board will use as a foundation for long-range planning in the 1980s, said Beverly Carver, community census coordinator.

The aim of the surveys is to pinpoint the educational programs and priorities which district residents believe are most important, said Carver.

A cross-section of district residents were asked to participate in both goal-setting surveys. Board members, teachers, school administrators, senior citizens, civic leaders, students and parents were involved in the first survey.

Participants in the first survey listed the following as the top eight goals which the district should emphasize:

— To establish overall priorities of educational needs.

— To re-establish parental responsibility for sending to school children whose behaviors are conducive to learning.

— To provide a work situation for teachers in which they are challenged, highly motivated and enthusiastic about teaching.

— To provide effective classroom discipline which will build better self-discipline, including courtesy and self-respect.

— To assure that each student is well prepared academically.

— To provide an educational environment in which each student achieves his full potential.

— To inform state legislators of the district's goals and to work with lawmakers and the community to insure funds are available to meet them.

— To increase teachers' salaries so they can live in the community where they work.

News article in Arizona Republic, November 1979.

THE NOMINAL GROUP TECHNIQUE (NGT) is a method used in reaching group decisions. One aspect of this technique is that it brings individuals together in a group situation, but allows very little verbal communication. Thus, the group of individuals is "nominal" (in name only). NGT combines both verbal and nonverbal states, since the group meeting is carefully structured to provide for minimum sharing or ideas.

The process of NGT begins as each participant writes ideas on a pad of paper. At the end of a specified period of time, each individual, in round-robin fashion, presents one idea from his or her private list. A recorder writes ideas on a flip chart in full view of the group. This sharing continues until all members indicate they have no further ideas to share. Next, there is a structured discussion for the purpose of clarifying each idea listed. Following this clarification, each participant privately, in writing, selects priorities from the ideas listed. There is no further group discussion; the group decision is the mathematically pooled outcome of the individual rankings.

An advantage of the NGT is that there is little opportunity for any member of the group to dominate the decision-making process or to influence the rankings of other members. This technique can be used to reach nearly any kind of group decision. It is particularly useful when a shortage of time will not allow a more in-depth process such as Delphi. To quickly assess the ideas of a group and determine priorities, the Nominal Group Technique is one method that can be used with practically no preparation or expense.

COMMUNITY EDUCATION GOALS ASCERTAINMENT (CEGA) is a kit to use for determination of goals in Community Education programs. Developed by DeLargy of Valdosta State College, Georgia, the kit includes materials and instructions needed by any group, agency, or school district to develop and rank community education goals.

The CEGA program is designed for ease of administration, yet allowing for maximum involvement of participants. The kit is based upon goal statements that have been developed by community educators throughout the nation; it provides a means for ranking the statements to gear them toward particular locales.

CEGA, like the PDK procedure from which it was adapted, has been designed with a game-type format; participants rank the goal statements by placing "gold coins" next to those of highest importance. Through the follow-up steps of developing group ratings for each goal statement, the goals of the community education program can be determined.

The CEGA kit can be very useful in establishing the direction of the Community Education program. It includes suggestions for community advisory council selection and organization. In addition, there is information regarding the use of the Delphi technique in goal determination and community involvement. The CEGA kit, since it can be administered in a relatively short block of time, has the advantage of providing immediate feedback to the participants involved in the process.

Materials for a second game session are part of the CEGA kit. This session can be used to rate the degree to which current programs are meeting the goals that were ascertained in the first CEGA process.

Each CEGA kit contains materials for thirty participants. The cost of one kit is $30.00; if two or more kits are ordered, the cost is $25.00 each. CEGA kits are available from:

Pendell Publishing Company
P.O. Box 1666K
Midland, Michigan 48640

FUTURING activities also allow for a game-like atmosphere in dealing with serious and sometimes difficult future directions. Futuring (or future invention) asks participants to remove themselves from the present and to look at their school or community as if they were returning to it ten or twenty years in the future. Participants then respond to questions such as, "What does the school/community *look* like?" "What will people be *doing*?" After responses have been generated, the group discusses the answers and comes to some agreement about which responses they will investigate further and what priority they will assign those responses.

A specific problem area may lead to a specific future question. In the development of a community council, for example, the questions may be: "Who will be on the council?" "What kinds of things will the council be doing?" "What will people be thinking or saying about the council?"

Futuring is limited only by the imagination of the participants and of the group leader. Any number of questions may be asked. When responses have been generated, they then must be analyzed as to the goals or directions they suggest. A future with a school about which community members have strong, positive feeling, for instance, suggests the need for a comprehensive school-community relations program.

FLOW CHART TECHNIQUES

Once goals have been agreed upon the group is ready to engage in planning specific activities and events. PROGRAM EVALUATION REVIEW TECHNIQUE (PERT) is one approach to this planning.

PERT can be useful in many different kinds of projects. It can be used in the planning and management of highly complex projects which take place over extended periods of time. It is also helpful in short-term projects with clearly defined goals and definite time constraints.

PERT is a process of charting tasks which must be done in order for the project to be completed. This process consists of subdividing a total project into smaller and more easily managed elements. The distinguishing characteristic of PERT is that it provides a graphic representation of a project from start to finish. The representation is generally referred to as the *PERT chart* or *PERT network*. The network is made up of the tasks to be accomplished; it includes the interrelationships and interdependencies of all of the tasks in the order they must be completed.

In the development of a PERT network, the project is broken into events, the major starting or completion points throughout the span of the entire project. The events are supported in the network by planning for all of the activities and resources needed to reach each event or completion checkpoint.

The PERT technique is diagnostic and prognostic. The procedure is:

A. Determine a goal.

B. Identify major objectives.

C. Develop Activities Charts.

D. Study relationships and dependencies of major objectives.

E. Develop network.

F. Test logic of network.

G. Impose arbitrary time demand.

H. Plug in time estimates.

I. Make calculations.

J. Identify critical path.

K. Make decisions of time legitimacy.

L. Identify options and trade-offs

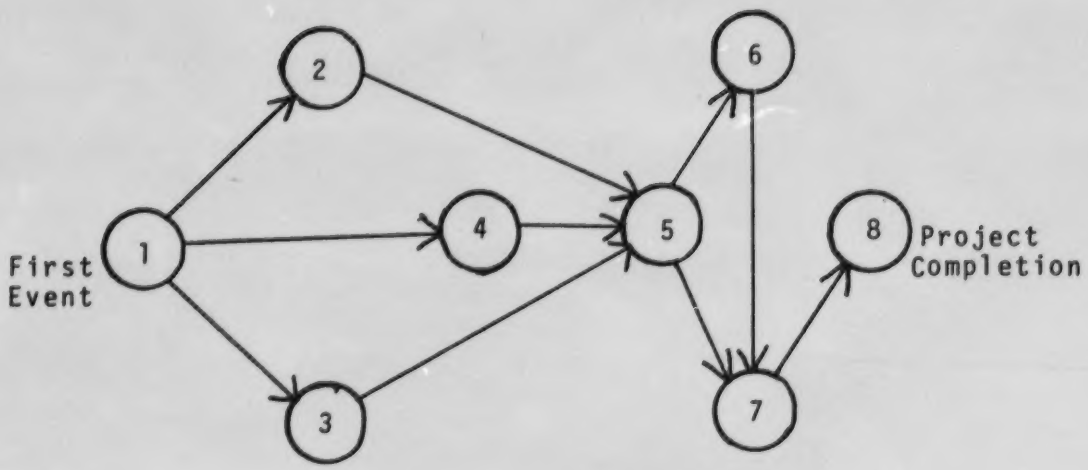
M. Conjure situations which allow slack time.

N. Calculate: Earliest Expected Time
Latest Allowable Time
Slack Time

PERT networking forces planners to make close time estimates for the completion of each job and activity. This method of estimating time requirements is extremely important because it helpf to keep a project moving along a reasonable itme line and lets those involved in the project see where they are as related to where they are as related to where they should be.

PERT, as a planning technique, can be used with very little training in the process. First-time jobs or projects in which there has been no previous experience in planning or controlling particularly lend themselves to PERT planning; however, this technique can be applied to almost any project for which logical planning is required. PERT, however, lends itself more to short- or medium-range planning than to long-range planning, and requires a good knowledge of the elements of planning.

A sample PERT network appears below.



In this example, events 2 and 3 may be pursued at the same but must be completed before event 5. Events 6 and 7 may be pursued at the same time as 6, although 6 will need to be completed before 7. One moves from events 1 through 8 in operation, but in planning the network one moves from events 8 through 1.

Another scheduling or flow chart technique is the CRITICAL PATH METHOD (CPM). This method also uses a network of activities and tasks for a project. The longest path, in terms of time, is the critical path, which must be closely monitored during program implementation. Like PERT, CPM is best when there is a complex project, and can be an effective management tool.

A final flow chart method is the GANTT CHART, which uses bar charts to reflect activities which are required for the completion of a project. Horizontal lines are drawn under project dates; their lengths are as long as the duration of the activities they represent. Progress along these lines can be monitored. The Gantt chart, however, does not show how activities are related to one another; it merely shows the duration of activities. Nevertheless, it is somewhat easier to use than PERT.

BUDGET PLANNING TECHNIQUES

The budgeting process can serve as a planning approach. Best known among budgeting techniques is PPBS--PLANNING, PROGRAMMING, BUDGETING SYSTEM, a technique of organizational planning which uses fiscal decisions as the basis for other decisions.

PPBS is a systematic, data-based planning method that is oriented toward organizational outputs. It is concerned with developing not only a plan for future activities but also a procedure for evaluating the outcomes (outputs) of those activities. Prominent in PPBS is the fiscal dimension of planning; budgeting and cost-effectiveness analysis is a major aspect of the process.

In implementing PPBS, a program must be defined in regard to the desired inputs, processes, and outputs of each activity. The program must be examined to see what is actually happening in these areas, then any significant difference between the actual and desired characteristics should be analyzed. When there are differences, alternate strategies for accomplishing goals can be developed to achieve the desired outcomes with increased efficiency and effectiveness.

The basic steps in PPBS are:

1. PLANNING

   A. Staff and community residents are surveyed.

   B. Data are collected, analyzed, and summarized into statements of needs.

   C. Priorities are identified.

   D. Statements of goals and objectives are generated.

2. PROGRAMMING

A. A program structure allowing for the organizational examination of objectives and activities is developed.

B. Specific objectives are generated, consistent with goals and objectives.

C. Alternative sets of activities for accomplishing the objectives are described.

D. An optimum set of activities is selected.

E. Deficient or innovative priority programs are subjected to more detailed analysis.

3. BUDGETING

A. Costs of achieving programs are examined.

B. Funding priorities established.

C. Specific Programs providing greatest achievement for the most reasonable cost in priority areas are selected for implementation.

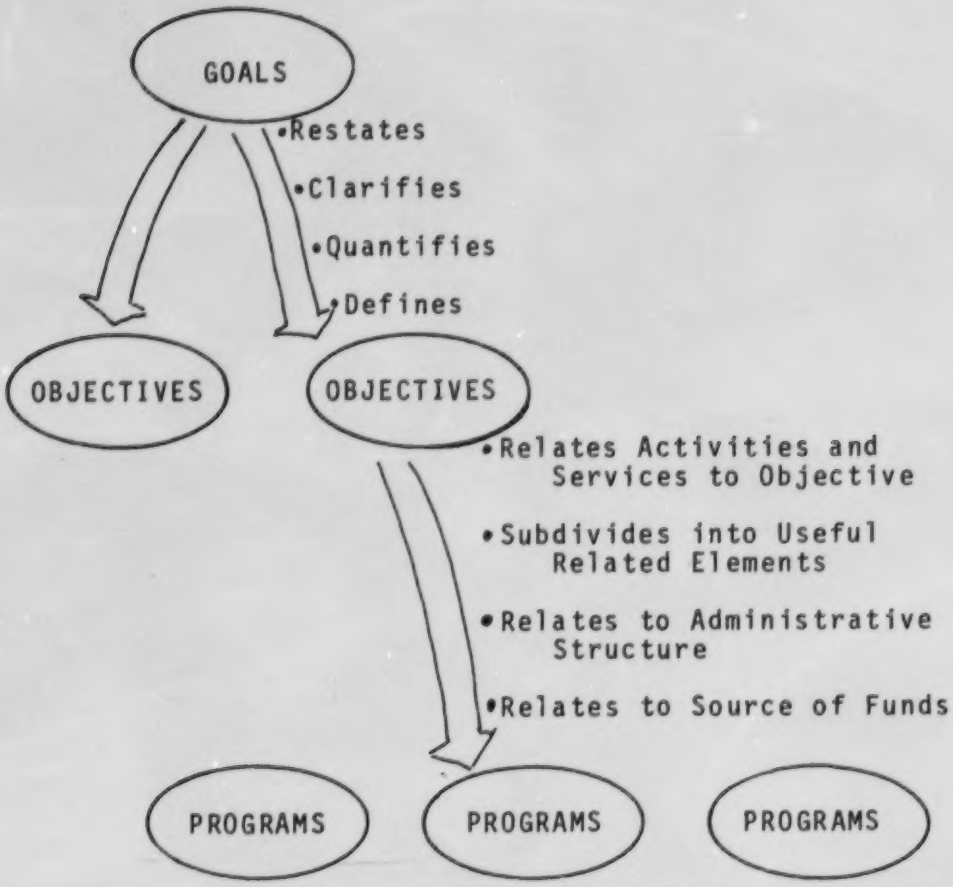
D. Expected results and costs are reported to public.

These steps are illustrated in the figure on the following page.

PPBS can be difficult to implement because it requires an up-to-date data base of information related to inputs, processes, and outputs. Because of this need for a data base, PPBS as a planning technique is used more in large or complex organizations.

Despite the complexity involved, PPBS or similar systems have been implemented in many places. In districts that already have an established database, community education programs can tap into the system and thereby tie budgeting procedures to the overall planning process.

ELEMENTS OF PPBS



A program is a unique combination of personnel, facilities equipment and supplies, which operate together to accomplish common objectives.

SYSTEMS ANALYSIS

A number of procedures have been developed to analyze systems in a planning format. Systems analysis is

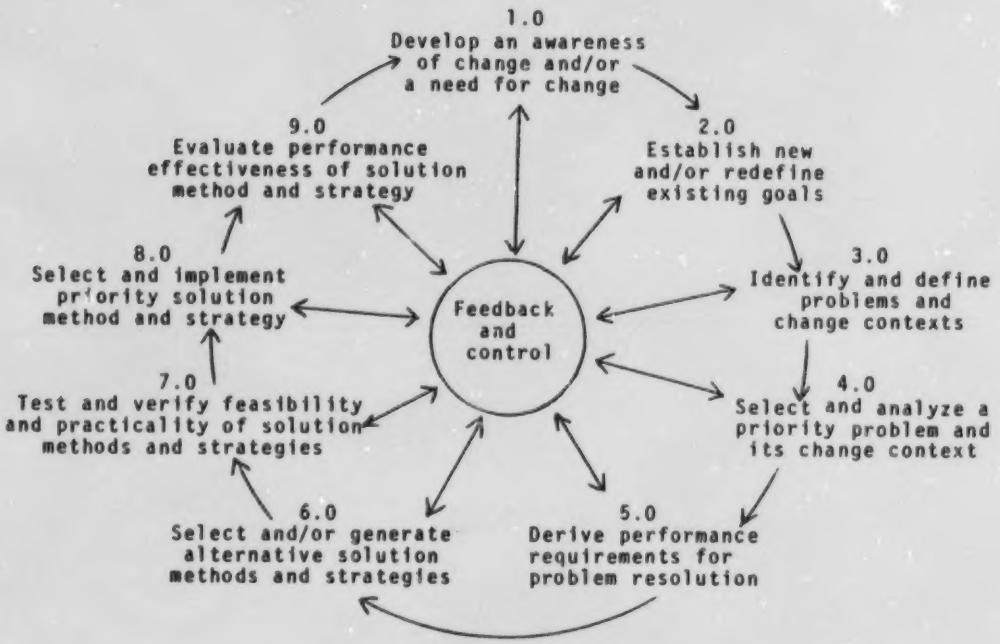
> an attempt to define carefully and map each of the interdependent parts of the whole so that one part can be manipulated with full awareness of the effects on each of the other parts internal to the system and the effects of this system on the environment.
>
> (Sergiovanni, 1980, p. 290)

Systems analysis evaluates progress toward goal achievement; hence, all goals must be stated in terms that are measurable so that progress can be assessed.

The steps in systems analysis, as described by Miller and illustrated in the figure on the next page, are:

1. Needs are assessed in terms of specific criteria and goals are established or restructured.
2. Goals lead to policy formulation, which leads to requirements for managerial performance.
3. Performance is defined in terms of specific criteria.
4. A hierarchy of performance objectives is established, defined in measurable terms.
5. These performance objectives form the basis of the planned course of action.
6. Progress on plans is verified using the performance objectives.
7. Performance and progress are evaluated.
8. Modifications are made to assure that goals are met.

Systems analysis can allow for a great deal of managerial control. However, it may also lead to overplanning, so that later decision making becomes mechanistic and inflexible. For more information on systems analysis, see Sergiovanni, 1980, The New School Executive.


1.0
Develop an awareness of change and/or a need for change
2.0
Establish new and/or redefine existing goals
3.0
Identify and define problems and change contexts
4.0
Select and analyze a priority problem and its change context
5.0
Derive performance requirements for problem resolution
6.0
Select and/or generate alternative solution methods and strategies
7.0
Test and verify feasibility and practicality of solution methods and strategies
8.0
Select and implement priority solution method and strategy
9.0
Evaluate performance effectiveness of solution method and strategy
Feedback and control

A model of a systems approach to problem solving. (Source: Donald R. Miller, "Policy Formulation and Policy Implementation in an Educational System," Strategies of Educational Planning, Richard H. P. Kraft, ed. Tallahassee: Educational Systems Development Center, Florida State University, 1969, p. 37.)

THE CHARETTE

A relatively new approach to problem solving, planning, and decision making is the Charette. A Charette is a structural brainstorming-type process with deadlines, problem-solving strategies, and a final product. This final product is a very strong aspect of the Charette. In contrast to many group processes in which there is much discussion but few results, the Charette provides for a formal document which contains the ideas generated by the participants, as well as a summary of the activities and findings of the group.

A Charette can be used in nearly any kind of problem-solving situation. The process takes place over a fairly structural time schedule, usually requiring at least two or three days, depending on the scope of the issue. The Charette is a time-consuming process with a planned agenda, but ideally will also allow some flexibility for continuation of discussions.

An agreement should be reached at the very onset of the Charette regarding the mission, what is to be accomplished, and the importance of producing a written end product. Participants are divided into groups, each group having a leader and a synthesizer. The role of the leader is to keep the group on target and facilitate the discussion, while the synthesizer brings the discussion to a point of focus and keeps records of what is discussed.

After each small-group meeting, the results are reported to all participants at a joint session. Each report is criticized by selected participants, and conflicting group reports are reconciled by special sub-groups. The brainstorming and reporting activities are repeated until all aspects of the topic have been covered and the written end product is completed.

The Charette can be a valuable planning and problem-solving tool for community educators. Because the Charette is based upon community involvement, this process seems to be in harmony with the overall community education goal of local input in problem solving.

EVALUATION AS A PLANNING TOOL

To make the most effective use of evaluation methods, there should be consistency between the process of evaluation and various planning activities, such as those of data collection and setting objectives. It is thus important to see evaluation not as just the final operation of a project but rather as part of a total planning process which itself must be continuous.

Evaluation is frequently treated in practice as a descrete activity, functionally separate from other project activities and related very little to planning. However, if, after setting goals, the group begins to discuss the ways in which the organization will know if it has achieved those goals, evaluation can become an integral aspect of planning. For examle, if the group has chosen as a goal the full use of all school facilities by the end of a five year period, it could formulate both summative questions (How will we know that all facilities are being used? What data will we need to collect at the end of five years? What data will we need to collect during the five years? Who will collect that data, and in what manner will it be collected?) and formative questions (What percentage of facilities will we want to be used after one year? after three years? How will we know the extent to which facilities are being used? What kind of data will we need to collect? Who will collect it? How? How will we use interim data? If interim goals do not meet expectations, what will we do?

Evaluations can be used in the development of both product outcomes (for example, the use of buildings, or the establishment of programs) and process outcomes (for example, increased community involvement, or improved awareness of the school's K-12 educational program). In this sense, evaluation is a planning tool, for the planning group agrees upon what data will be collected and the standards against which that data will be judged.

AN EXAMPLE OF A PLANNING PROCESS

To demonstrate how planning can take place, let us consider Lincoln Park, a city of about 25,000 people. Lincoln Park is served by an array of service agencies and organizations. The city supports a community recreation program which is most active in organizing summer activities for children. Recreation programs are offered in facilities throughout the city since there is no community center. A community college with a growing enrollment is located in Lincoln Park, drawing students from the surrounding rural areas. Lincoln Park School District has two high schools, two junior high schools, and nine elementary schools, but because of declining enrollments there will soon be a need to close at least one of the elementary buildings.

There are some community school programs in Lincoln Park--adult education, GED and leisure learning classes and recreation programs which use the schools under a joint city-school facility use agreement. However, there is no formal community education program and no fulltime professional staff.

The superintendent of the Lincoln Park School District was acquainted with the concept of community education and felt that such a program could help Lincoln Park solve some of the community problems, or the closing of neighborhood school buildings. He discussed some of the possibilities of community education with the board of education and found them to be interested in learning more about it. The board decided to get more information from the state department of education and the university Center for Community Education Development.

At a study session, the board talked to the state department consultant who stressed that community education needed the support and involvement of the local citizens. She suggested a charette as a method of getting people involved in planning. The board supported the idea, and the consultant agreed to facilitate the charette.

The charette was planned as a two-day workshop. The superintendent, school board, the consultant and selected charette participants planned discussion topics and prepared background materials. Many

people were invited to attend, including representatives of the organizations and agencies in Lincoln Park and of teachers and business groups.

These people met for two days. The charette produced a written document that delineated the planning steps that should be taken. Goals for the initial planning of community education were: to assess community needs; to assess community resources; and to study or visit some community education programs in operation in other communities.

A temporary steering committee was also established to make sure of a continued progress toward a community education program. The steering committee represented a cross-section of the community.

Following the charette workshop, the steering committee began to work on the planning goals. A survey instrument was designed by the committee and mailed out. This survey drew information regarding what citizens saw as needs to be addressed by a community education program. A survey of the various community resources--agencies, services, facilities, organizations, etc.--was also completed. The committee, with the assistance of the school district, visited several community education programs throughout the state to see first-hand how these were planned and organized. All the steps taken by the steering committee were involved in planning rather than programming.

At a later date, the steering committee presented a report at a school board study session, outlining their findings related to the planning goals. Since the findings had been generally favorable, the board voted to proceed with the next step of planning based on the perceived community needs and the available resources. They decided to appoint a permanent community education advisory council, again representing a cross-section of Lincoln Park, to continue with the planning process.

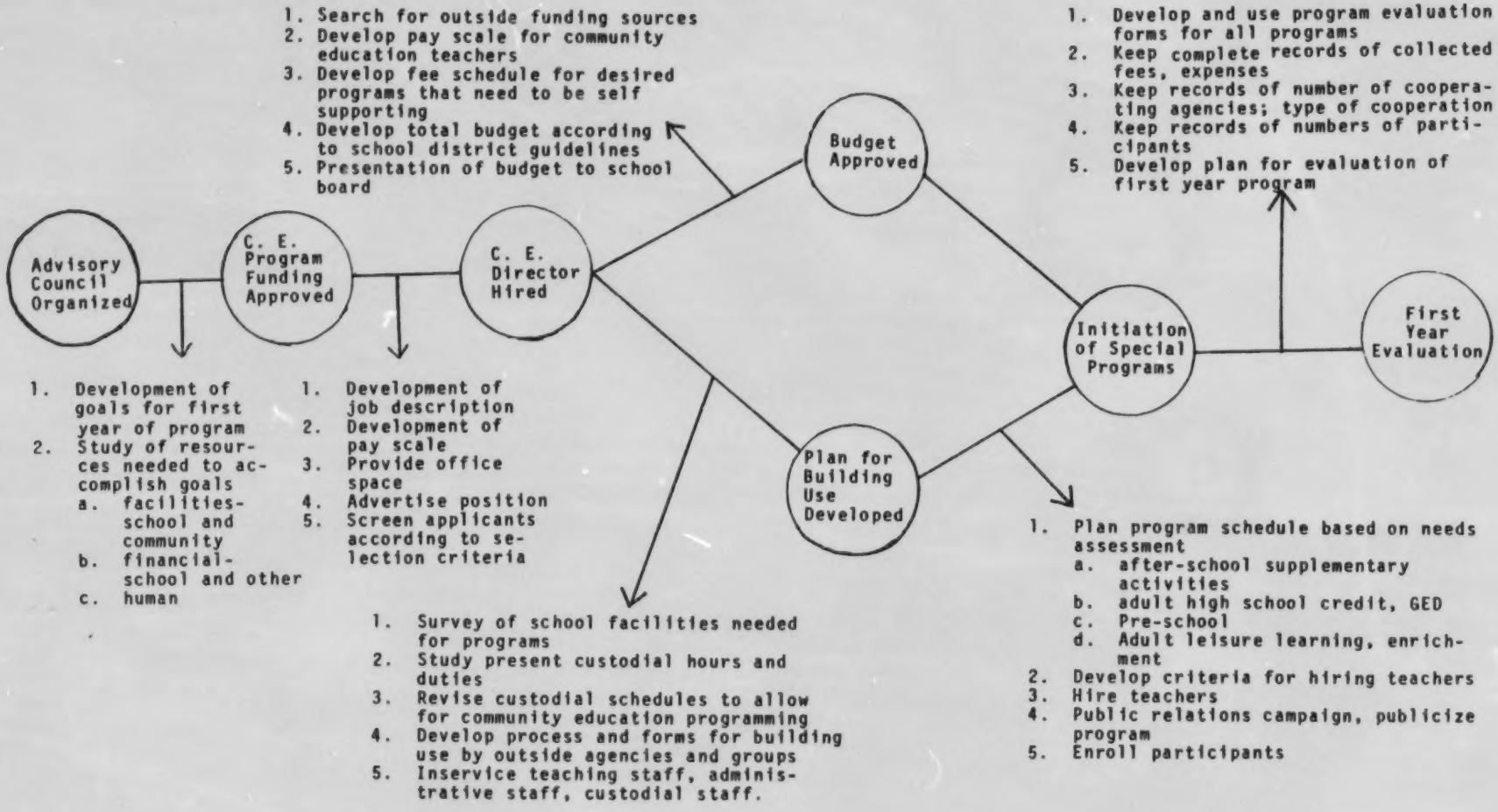
One of the first steps taken by the advisory council was to use CEGA to develop more specific goals. The results of CEGA were that the advisory council had not only a list of goals but also a prioritization of these goals. The goals included both short- and long-range goals for the community education program. Some of the short-range goals were the hiring of a community education director,

the search for various funding sources to help support the program, the development of a plan for facilities and the initiation of several programs.

The programs selected for implementation during the first year were based on needs as indicated in the community survey. Only the top priority programs were included in the first-year plan, since it was felt that there was a danger in trying to start too much at the beginning. The committee felt that there was an advantage to starting small in order to assure success; then more programs could be included in the long-range goals. Long-range goals were concerned with such factors as development of alternative uses for school buildings that may no longer be needed for the K-12 program, development of cooperative educational programs with the community college, and development of future financial support for community education.

Finally, the council, working together with the superintendent and school board, developed a Program Evaluation Review Technique network to help them to make some realistic projections in working toward their goals. The PERT network established the necessary sequence of major events and supporting activities necessary to accomplish goals. It also helped to estimate the time it would take to complete each step along the way. The PERT network is shown on the next page.

SAMPLE PERT NETWORK FOR FIRST YEAR OF COMMUNITY EDUCATION PROGRAM IN LINCOLN PARK


1. Search for outside funding sources
2. Develop pay scale for community education teachers
3. Develop fee schedule for desired programs that need to be self supporting
4. Develop total budget according to school district guidelines
5. Presentation of budget to school board
1. Develop and use program evaluation forms for all programs
2. Keep complete records of collected fees, expenses
3. Keep records of number of cooperating agencies; type of cooperation
4. Keep records of numbers of participants
5. Develop plan for evaluation of first year program
Advisory Council Organized
C. E. Program Funding Approved
C. E. Director Hired
Budget Approved
Initiation of Special Programs
First Year Evaluation
Plan for Building Use Developed
1. Development of goals for first year of program
2. Study of resources needed to accomplish goals
a. facilities-school and community
b. financial-school and other
c. human
1. Development of job description
2. Development of pay scale
3. Provide office space
4. Advertise position
5. Screen applicants according to selection criteria
1. Survey of school facilities needed for programs
2. Study present custodial hours and duties
3. Revise custodial schedules to allow for community education programming
4. Develop process and forms for building use by outside agencies and groups
5. Inservice teaching staff, administrative staff, custodial staff.
1. Plan program schedule based on needs assessment
a. after-school supplementary activities
b. adult high school credit, GED
c. Pre-school
d. Adult leisure learning, enrichment
2. Develop criteria for hiring teachers
3. Hire teachers
4. Public relations campaign, publicize program
5. Enroll participants

SUMMARY

This chapter has described a number of approaches which can be used in planning. Some of the references listed in the appendices may be useful in learning about those methods or in improving one's understanding of methods discussed in this chapter. It is important to remember, however, that whatever planning methodology chosen must fit the circumstances of the community and the planning group. Furthermore, it must provide a means to monitor the progress of the school or community toward agreed-upon goals. A planning tool which cannot be used as a management tool as well is of limited usefulness--like the head of a hammer without its handle attached.

CHAPTER IV:

CRITICAL QUESTIONS

IN

PLANNING FOR COMMUNITY EDUCATION

INTRODUCTION

The first steps in planning are the selection of a planning method, the identification of long-term goals and intermediate objectives, and the development of a general outline of the plan. Once these have been completed, the planning group must begin to add the details to the plan. It is at this point that many groups, in frustration at the complexity of the task, may quit, and thus may never achieve all that planning can.

This chapter is written to help planning groups at this point in planning. It does this by taking each of twelve elements in community education and outlining some critical questions for each element. By responding to the questions in each area, a group can add the details to a general plan, area by area. There may, of course, be additional critical questions, but the ones presented in this chapter will help a group to identify important components, which are necessary for the successful completion of the planning process.

To use this chapter, a group should examine one element at a time, make decisions about items addressed by the critical questions, and incorporate those decisions into the general plan. Some steps taken by Lincoln Park in this stage of its planning process are described at the end of this chapter as as illustration of the critical-question approach to planning for community education.

The twelve elements of community education for which critical questions are presented are:

1) Needs/Resources Assessment

2) Evaluation

3) Volunteer Program

4) Citizen Involvement

5) Advisory Councils

6) Community Education Staff

7) Administration and Leadership

8) Scheduling and Facilities

9) Funding and Budgeting

10) Programming

11) K-12 Integration

12) Interagency Cooperation and Collaboration

In order to help groups in answering critical questions, some references are listed in Appendix B of this handbook. Planning groups are also directed to community education consultants in state departments of education and in university community education training and development centers.

CRITICAL QUESTIONS ON PLANNING FOR NEEDS/RESOURCES ASSESSMENT

1. What are the purposes for conducting an assessment?

2. What information is needed? hard data (facts) or soft data (opinions and attitudes)?

3. What will be assessed? (attitudes? economic needs? physical resources? community expertise?)

4. Has information already been collected (perhaps by another agency)?

5. What resources (people, money, time, etc.) are needed for the assessment? What resources are available?

6. What other groups/agencies/organizations may assist in the assessment?

7. What model/method/procedure of needs assessment will be used?

8. Who will do the assessment? Who will supervise the assessment? Is training needed?

9. How will the assessment instrument be developed? validated?

10. How will assessment information be analyzed? How will attitudes be compared to facts?

11. How will information be reported? communicated to the community?

12. How often will an assessment be conducted? (How often is one needed?)

13. What is the role of the advisory council in needs/resources assessment?

14. What is the role of the community education director in the assessment?

15. How will the assessment results be integrated into other program activities or organizational information?

CRITICAL QUESTIONS ON PLANNING FOR EVALUATION

1. What is the goal or purpose of the evaluation?

2. How will the evaluation be used?

3. What resources does the organization have for evaluation? Is there an evaluation division? If so, to what extent will it be used?

4. Will the evaluation be formative or summative?

5. What evaluation model will be used?

6. Who will plan the evaluation? If a group, who will serve on that evaluation team? How will they be chosen?

7. Who will supervise the evaluation?

8. Who will gather evaluation material? Is training needed?

9. Who will analyze evaluation information? Is training needed?

10. Who will report on evaluation results? To whom?

11. How will evaluation results be used?

12. How often or at what points will evaluation information be collected?

13. What is the role of the advisory council in the evaluation?

14. What is the role of the community education director in the evaluation?

15. What is the role of the principal? the superintendent? the school board?

16. How will the evaluation be evaluated?

17. How will the evaluation be recycled?

CRITICAL QUESTIONS ON PLANNING FOR A VOLUNTEER PROGRAM

1. What are the intended purposes of a volunteer program? (Why does the organization want volunteers?)

2. What resources are needed to support a volunteer program (financial, human, physical)? Are they available? If not, can they be identified or developed?

3. Are there any legal constraints or requirements in the use of volunteers? (i.e., liability considerations, civil rights regulations, etc.)

4. Is there--or should there be--a policy and procedures regarding the use of volunteers?

5. What kind of people does the organization seek as volunteers? (i.e., senior citizens, other students, parents, professionals in the community, etc.)

6. How will volunteers be recruited?

7. Where will volunteers be recruited?

8. What qualifications will be expected of volunteers? Will references be required?

9. Who will specify the responsibilities/ skills of each volunteer assignment (i.e., job descriptions)?

10. How will the skills of individual volunteers be matched with tasks which need to be done?

11. What tasks will be assigned to volunteers?

12. How will volunteers be oriented to their jobs and relationships to paid personnel?

13. Who will coordinate the volunteer program?

14. Who will supervise the volunteers?

15. Who will evaluate the volunteers?

16. Who will manage the volunteers?

17. What recordkeeping system will be established for the volunteer program? Who will keep records?

18. How will volunteers be trained?

19. Who will train the volunteers?

20. How will the needs of volunteers be identified and met?

21. How will volunteers be rewarded or recognized?

22. How will paid personnel be oriented to trained in the use of volunteers to assist them in their responsibilities?

23. How will administrators be oriented to and trained in the use and supervision of volunteers?

24. How will the volunteer program be publicized?

25. Will the oranization provide for volunteer renewal program (to overcome burnout)? If so, how will this be provided?

CRITICAL QUESTIONS ON PLANNING FOR CITIZEN INVOLVEMENT

1. Does the organization want citizen involvement? Why?

2. What are the goals or purposes of citizen involvement? How have these been determined?

3. In what ways can/should citizens be involved in the operation of the organization? What are the roles for citizens in the organization?

4. What resources are available to support citizen involvement efforts?

5. What organizational support for citizen involvement exists? What needs to be developed?

6. What are potential problems in citizen involvement? How is the organization prepared to confront those problems?

7. What limitations, if any, will be placed on citizen involvement?

8. What barriers exist to effective citizen involvement? What strategies can be used to overcome these barriers?

9. Why do citizens want to be involved? How does this affect the organization?

10. What is the nature of the community? To what extent will this affect citizen involvement?

11. Who is to be involved and what strategies or tactics will be employed?

12. What personal benefits will be derived by citizens directly involved and the community in general?

13. What are the means of communication between the organization and citizens? Are they effective?

14. How will citizen leaders be identified? What will the role of citizen leaders be?

15. How will citizens be involved in assessing their own involvement needs and in establishing means to meet those needs?

16. How will citizens be involved in answering critical planning questions?

17. To what extent will citizens have access to decision makers?

18. What system will be established to provide for continuous and active involvement?

19. Is there a set of common understandings, goals, beliefs and values held by the community? What is the impact of this?

20. Will citizen involvement lead to representation by special interest groups? How will the organization assure that all segments of the community are represented?

21. What will be the relationship between citizen leaders and organizational leaders?

22. What effect will citizen involvement have on administrators and staff in the organization?

23. What administrative structures will be used or affected by citizen involvement?

24. Will the role of parents be different than the role of other citizens?

25. How can the effectiveness of citizen involvement be evaluated?

See also - CRITICAL QUESTIONS ON VOLUNTEERS; ON ADVISORY COUNCILS.

CRITICAL QUESTIONS ON PLANNING FOR ADVISORY COUNCIL

1. What are the goals or purposes for advisory councils?

2. Are there policies and procedures guiding council activities? If not, are these needed? Who will develop them?

3. How large should the council be? Are task forces to exist as well?

4. Who will serve on the councils?

5. What criteria will be used for selection? Who will establish those?

6. How will council members be chosen?

7. What are the roles of council members?

8. What are the proposed tasks of the council?

9. Who will provide leadership for the council?

10. What skills are needed by council members and leaders?

11. What training needs to be given to council members?

12. What records will be kept of council activities? Who will keep those records?

13. What reports of council activities will be made? Who will make them?

14. What will be the relationship between the community education director or organizational administrator and the council leadership?

15. How will the tasks and responsibilities of the council relate to or affect the regular operations of the organization?

16. What skills are needed by organizational professionals in the organization who will work with the council? How will these skill levels be evaluated?

17. Who/how will inservice be provided to develop needed skills?

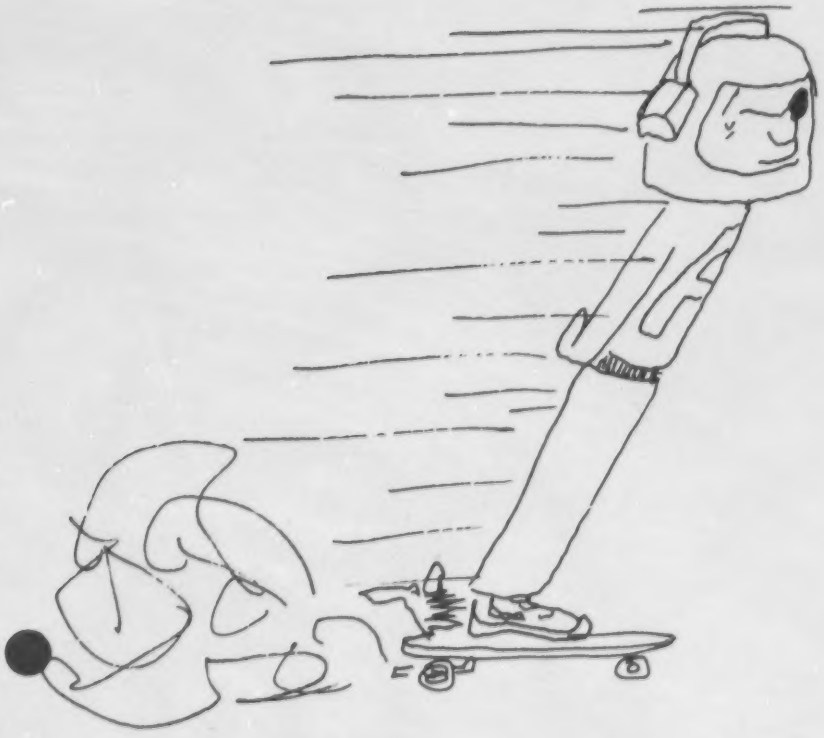
18. What will be the realtionship between councils in other buildings? between councils with different organizational tasks?

19. What will be the relationship of the council to the governing board of the organization?

20. To what extent will the council be involved in decision making and policy making?

21. How will the council be kept viable and active? What mechanisms will be used for council renewal?

22. How will the effectiveness of the council be evaluated?



CRITICAL QUESTION ON PLANNING FOR COMMUNITY EDUCATION STAFF

1. What staff will be needed?

2. What resources (financial, human, physical) will be needed to support staff?

3. What legal constraints exist with regard to staffing? (certification requirements, affirmative action guidelines, etc.)

4. What will the tasks/responsibilities of staff members be? Who will develop job descriptions to address these tasks and responsibilities?

5. How will staff be recruited?

6. How will staff be selected? Who will select them?

7. How will pay schedules be established? (salaries and fringe benefits) Who will establish them?

8. When and how will staff members be paid?

9. How will community education staff be oriented? Who will orient them? When?

10. What inservice will be needed by and provided to community education staff?

11. What records will be kept on community education staff?

12. How will staff grievances be handled?

13. How will internal staff conflicts be handled?

14. How will community education staff be terminated?

15. Who will supervise community education staff?

16. Who will establish evaluation standards for community education staff? What evaluation system will be used?

17. Who will evaluate community education staff?

18. How will evaluations be used?

19. How will conflicts between community education staff and patrons/citizens be handled?

20. To what extent will the staff be involved in decision making for community education?

21. What will be the relationship between the community education staff and the advisory council?

22. What will be the relationship between the community education staff and the K-12 staff?

23. What will be the relationship between the community education staff and the building administrator?

24. How will communication between community education staff members be encouraged and facilitated?

25. What will be the role of community education staff in supporting and developing the program as a whole?

CRITICAL QUESTIONS ON PLANNING FOR ADMINISTRATION AND LEADERSHIP

1. What leadership positions are needed for community education?

2. To what extent can present leaders in the organization provide for the management of community education?

3. Will additional management staff be required?

4. What resources (financial, staff, etc.) are available to support additional staff?

5. Who will establish the qualifications for community education leadership positions?

6. What will be the respective roles of professional and citizen leaders?

7. What will be the relationship between professional and citizen leaders?

8. Who will determine task and responsibilities of community education leadership?

9. Will community education leadership be certificated or classified staff? (How will this affect both the nature of that leadership and the relationship of community education leaders to others in the organization?)

10. How will the community education office be organized?

11. How will community education leaders be recruited and selected?

12. Who will supervise community education leaders? How will responsibilities be delegated?

13. What conceptual, technical and human skills will be required of community education leaders? Which of these are most important? How will they be assessed? How will they be developed?

14. How will full-time community education leaders receive further training? What staff development opportunities will be available?

15. How will community education leaders relate to other professional staff (what will be their organizational positions)?

16. What will be the relationship between the community education director and the community education coordinator?

17. In what ways will the characteristics of the community (rural vs. urban; socio-economics; family structure; etc.) affect leadership needs?

18. What are community expectations for community education leaders? To what extent are these the same as organizational expectations? How will differences be handled?

19. To what extent will community education leaders serve as community developers?

20. To what extent will community education leaders serve as change agents?

21. To what extent will community education leaders have direct control over the program?

22. What decision-making procedures will be used by community education leaders?

23. What structures will be established for the management of conflict?

24. What are the leadership roles of principals and central office staff in community education?

25. Who will provide leadership inservice in community education for present administrators?

26. How will community education leadership be supported? What renewal efforts will be planned?

CRITICAL QUESTIONS ON PLANNING FOR SCHEDULING AND FACILITIES

1. How will a schedule be developed?
2. Who will be involved in developing a schedule?
3. Will the program be year-round? evenings only? weekends?
4. How will the program be coordinated with custodial schedules?
5. How will scheduling details (length of classes, location, etc.) be determined?
6. What system for scheduling and facility use will be developed and used?
7. Will a master schedule for the whole school district/organization be developed?
8. How will a schedule be publicized?
9. Will the organiztion coordinate its schedule with those of other agencies or organiztions? How?
10. What facilities will be required for the program? If facilities are not available, what actions will be taken?
11. How will potential facilities be identified? To what extent will facilities not belonging to the organization be used by community education (i.e., churches, facilities of other public agencies, etc.)
12. What policies and procedures exist or need to be developed with regard to facility use, supervision and maintenance?
13. What facilities will be needed in the future?
14. Are modifications of existing facilities needed?
15. Are sufficient facilities available? are there facilities which are unused or underused? How can these facilities be used more effectively?

16. How can community education impact future facility planning?

17. What security measures will be provided in community education facilities?

18. What liability requirements exist for additional facility use?

19. How will outside groups have access to facilities? What groups will be allowed to use facilities? Who will resolve scheduling conflicts? How will those conflicts be resolved?

20. How will priorities be established for facility use?

21. What supervision of facilities will be provided? Will this be an additional cost to outside groups?

22. What equipment will be available to community education?

23. Who will be responsible for the maintenance of special equipment (sewing machines, shop equipment, etc.)?

24. What procedures will be followed with regard to facility damage or abuse?

25. Who will be responsible for opening and closing facilities and assuring security of facilities?

26. What cooperative arrangements are required between the building principal/supervisor and the community education supervisor with regard to supervision and scheduling of facilities?

27. What will be the role of classroom teachers in determining facility use?

28. How will conflicts with teachers regarding classroom use be handled?

29. What will be the role of citizens and/or the advisory council in determining scheduling and facility use?

30. How will facility use be evaluated?

CRITICAL QUESTIONS ON PLANNING FOR FUNDING AND BUDGETING

1. What will be the financial requirements of the community education program?
2. What state laws govern the financial operation of community education? (to what extent can the program operate outside the regular school program?)
3. What fiscal control structure does the organization want? Will it develop a community education corporation?
4. What costs of community education will be part of the regular budget of the organization?
5. What in-kind support is available? How will this be obtained?
6. What costs will require additional funds?
7. Where will additional funds be sought? What funding sources are available?
8. Who will be responsible for identifying funding sources?
9. What grants are available? Who has the skills to develop grant proposals?
10. What fund-raising activities can be sponsored by community education?
11. What is the most desirable mix, from the organization's viewpoint, of internal (organizational) funding, locally-generated funding (fees and donations) and external funding (federal, state, local foundations, national private foundations)?
12. What budgeting system will be used?
13. Who will be responsible for controlling the budget?
14. How will the community education budget be related to the regular budget of the organization?

15. What budgetary reports will be required? To whom will they be made?

16. How will a fee structure for classes be established? By whom? Who will collect fees?

17. What payroll system will be used?

18. What auditing procedures will be used?

19. Will programs be provided at no-cost to low-income persons?

20. Will some programs support other programs through the fee structure?

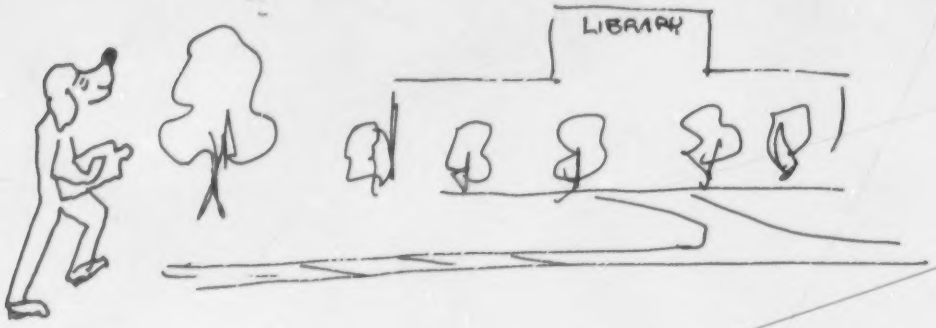
21. What fee structure will be established for outside groups using school facilities? Will some groups be charged and others not charged?

22. What skills are needed for grant writing? for budgeting? How can these skills be identified and developed?

23. What training is available in budgeting and financial management?

24. What support services of the organization can assist in budgeting and fiscal control?

25. What will be the role of the advisory council in developing a fee structure? a budget? in monitoring the budget?



CRITICAL QUESTIONS ON PLANNING FOR PROGRAMMING

1. Which programs will be offered? (Adult Education; GED; High School Completion; Early Childhood Education; Afterschool Recreation; Evening Adult Recreation; Leisuretime Learning; K-12 Enrichment; Citizen Involvement; Senior Citizen Programs; Health Care Programs; Cultural Programs; Bilingual/Multicultural Programs; Child Care Facilities; Vocational/Occupational Education; Programs for the Handicapped; Community College/University Programs; Extension Programs; etc.)

2. How will the determination of programs to be offered be made? (Needs assessment; tradition; ease of delivery)

3. How will priorities for program development be established?

4. What will be the role of the advisory council in planning programs?

5. What policies and procedures exist--or should exist--regarding programs to be offered?

6. What resources are available for program development and implementation?

7. What schedule will be established for the development and expansion of programs? Who will be responsible for developing and monitoring this schedule?

8. Who will determine the development schedule for the community education program?

9. What will be the role of the principal and central office staff in developing, implementing, and evaluating programs?

10. What will be the policy of the organization regarding the offering of controversial programs?

11. What will be the relationship between regular classes and evening classes? (e.g., will students be allowed to earn additional class credits in evening classes?)

12. Who will supervise programs?

13. How will programs be publicized?

14. What records will be kept on program participation?

15. Who will be responsible for program registration and bookkeeping?

16. What programs will be developed, supervised and evaluated wholly by outside agencies?

17. Which programs will be self-supporting?
Which will support other programs?
Which will require additional support?
Which will automatically receive state or local support (i.e., adult education)

18. How will community events and activities not part of the community education program be incorporated into the program?

19. How will programs be evaluated? How will evaluation information be reported?

20. How will evaluation information be used in planning decisions on programming?

CRITICAL QUESTIONS ON PLANNING FOR INTEGRATION OF K-12 AND COMMUNITY EDUCATION

1. What are the goals of K-12 community education integration?

2. What resources are available to implement and support K-12 community education integration?

3. What legal constraints on K-12/community education integration exist? (liability requirements, certification requirements, etc.)

4. What policies and procedures regarding K-12/community education integration exist? Are additional ones needed? If so, who will develop them?

5. What limitations exist with regard to K-12/community education integration? (community attitudes/organizational attitudes/organizational resources/organizational skills/ public relations/etc.)

6. Who will develop the management plan for the K-12/community education program?

7. Who will promote the expansion of K-12/ community education into other schools and districts?

8. How will support for K-12/community education integration be generated?

9. What will be the elements/programs/ activities of K-12/community education integration?

10. How will local services/agencies/professionals be involved in the K-12 curriculum?

11. Will K-12/community education integration require a redefinition of leadership? How will leaders be trained to the new perspectives of their positions?

12. How will K-12 staff be involved in community education goal-setting and programming?

13. How will students be involved in community education goal setting and planning?

14. How will community resources which can be used in the K-12 program be identified? How will they be catalogued? What system will be established for their use?

15. Will a community resource center be established? If so, who will establish it? Where? What is needed in order to establish it?

16. What specific skills will be needed by teachers who work with community education? (community education competencies for teachers)

17. How will teachers be trained in K-12/community education integration?

18. What activities will be required of teachers/school staff in K-12/community education integration? (home visits? service on advisory councils? other extra activities?) How will extra service be rewarded?

19. How will conflicts between teachers and community education personnel be handled?

20. What will be the curriculum of a K-12/community education integrated program?

21. What is the role of the council in developing and supporting K-12/community education integration?

22. Who will report and publicize K-12/community education integration efforts?

23. Who will supervise community education activities in the K-12 classroom?

24. Who will evaluate K-12/community education integration?

25. What criteria will be used to evaluate K-12/community education integration? Who will select those criteria?

CRITICAL QUESTIONS ON PLANNING FOR INTERAGENCY COOPERATION AND COLLABORATION

1. Will an interagency council be established? If so, what will be the role and tasks of the council?

2. Who will serve on the council? What will be the length of service?

3. What agencies and organizations are in the community? What services and resources can they provide?

4. What features of cooperation and collaboration already exist, upon which additional efforts can be built?

5. Who will be responsible for facilitating cooperative efforts?

6. What organizational constraints exist with regard to cooperative efforts?

7. What strategies can be used to develop agency interest in cooperative efforts?

8. Who are agency/organization leaders who must be involved in cooperative planning?

9. What procedures need to be developed for dealing with interagency competition in programming?

10. Where does duplication of services exist? Where are there voids in service delivery?

11. What is the attitude of agencies and organizations with regard to the use of the school site for service delivery?

12. What organizational policies affect cooperative efforts.

13. What mix of services is desired? (health, social, economic, cultural, etc.)

14. What facilities are available for cooperative programs?

15. How will cooperative programs/ efforts be supervised and evaluated?

16. Does a service/program directory exist? If not, who will develop it?

17. What state and federal laws encourage or inhibit cooperative efforts?

18. To what extent will--or can--funds from several organizations and agencies be combined? What are the legal fiscal restraints?

19. To what extent will cooperative efforts affect the K-12 program? community education activities and classes? citizen involvement activities? organizational/ program leadership and management?

20. How will decisions regarding cooperative efforts be made? How will they be ratified? How will they be implemented?

21. Are financial resources available in other community agencies and organizations which can be used to support community education programs?

22. What models exist which can be used in developing a local cooperative effort? What information is available about those models?

23. What skills are needed by leaders in cooperative/collaborative efforts? How can these skills be gained?

24. What will be the role of the community advisory council with regard to cooperative efforts?

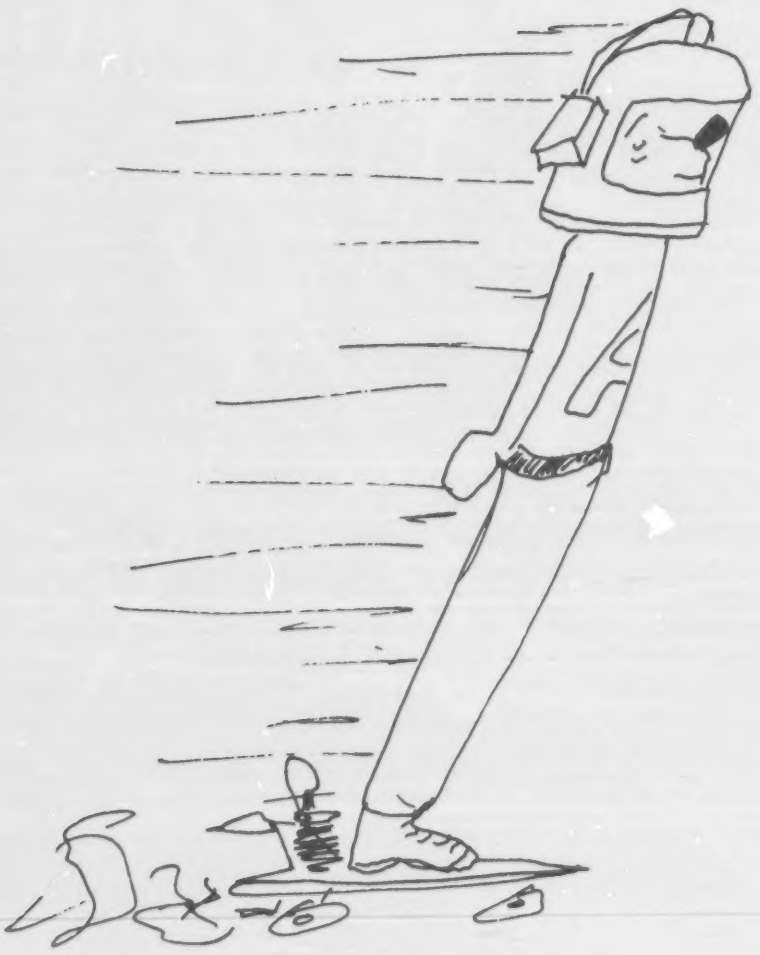
THE CRITICAL QUESTION APPROACH IN LINCOLN PARK

The planning group in Lincoln Park used the critical-question lists to assist in planning and decision making. These lists helped them, for example, to select an evaluation system and determine points where evaluations information would be collected. They also used the list in determining the elements of thier program.

Lincoln Park also found that the critical questions brought real or potential problems to light. This helped in the group's planning for measures to address those problems. The inservice and support system needs of teachers, for instance, had not been acknowledged to this point. Upon examining the plan that originally was developed, the group decided to add an inservice component at several places in the plan. The group also developed a set of problem-solving procedures should conflict arise between the community education and the K-12 staff; later the group would find these procedures were important in the success of the program.

IN REVIEW

The preceding lists of critical questions are intended to help in the planning process. They also serve as incentives for thinking about issues to their greatest extent. Users of the questions are encouraged to use a variety of references and resources in researching and answering the questions.



CHAPTER V:

MANAGING AND RECYCLING PLANNING

One of the purposes and advantages of comprehensive planning is that it also serves as a management, evaluation and recycling tool. That is, a comprehensive plan provides a guide for leaders through the results-oriented details it contains. In addition, a comprehensive plan includes a time for reviewing progress, for evaluating the plan and planning process, and for revising and recycling the plan as needed. The schedule of this evaluation and review process is an integral part of the plan as a whole.

MANAGEMENT BY OBJECTIVES

The creation of a comprehensive plan lends itself to management by objectives (MBO). The term MBO has acquired a bad name in the view of some, for it seems to imply that institutional objectives and goals are so important that individual needs and goals will be ignored. Other critics complain that a system designed for a factory will not work in an educational organization. However, managing by objectives has proven successful in many places simply because the expectations of performance are clearly spelled out.

MBO is a natural management component of planning because the clear definition of performance expected (objectives), time required for performance, and resources needed to assure the success of performance are part of a comprehensive plan. If, for example, one goal is to implement a volunteer program by the end of the first year of the plan, and a first-period objective related to that goal is that a system for recruitment, selection, placement, supervision and reward of volunteers will be developed, then all who are responsible for achieving the goal will know what is expected of them during the first period of moving toward the desired end.

MBO is the setting of objectives and times for completion of objectives (part of a comprehensive plan), the assigning of responsibility for the completion of objectives, and the supervision of persons to assure that the objectives will indeed be completed on schedule. The benefits of using an MBO system are:

1. Management and results-oriented planning are naturally linked;

2. Commitment is encouraged since individuals now have clearly-defined purposes, and since individuals also know that, because responsibility is shared, the support and help of a superior can be sought in order to accomplish goals;

3. Decentralized management is encouraged, since roles tend to be clarified by the system and expectations for performance are spelled out; and

4. Effective control of an organization or program is more likely, since expected outcomes are explicit.

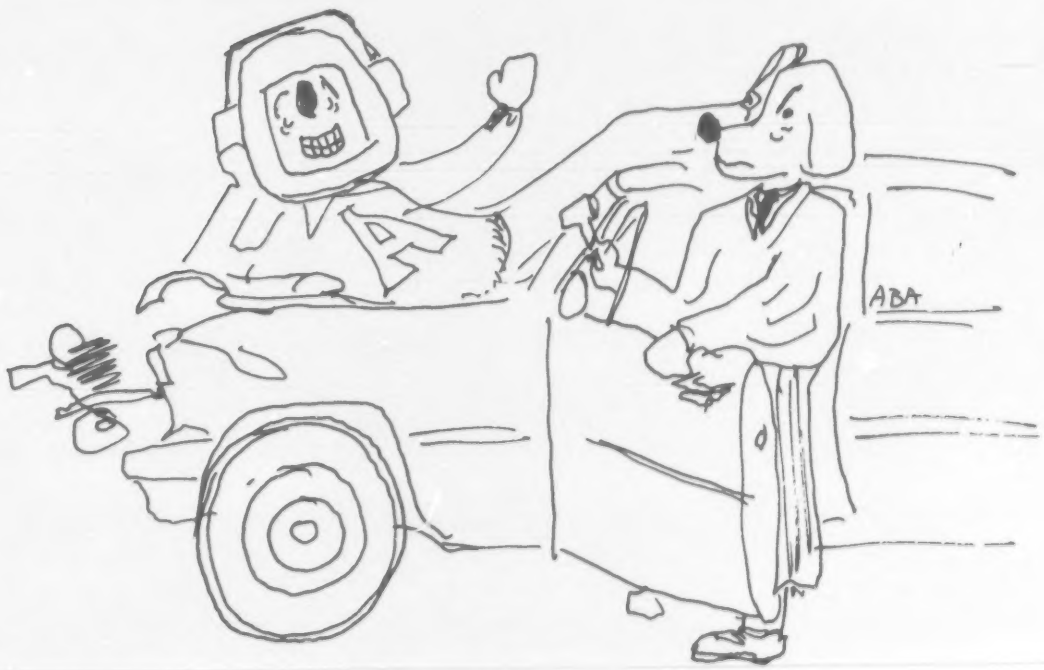
At the same time, MBO can lead to problems. To overcome major obstacles to effective management by objectives, it is necessary to orient others in the organization to the system and to its philosophy; to have clear goals that operate within a long enough timeframe to define a real direction or purpose for the organization; to use goals that are both quantitative *and* qualitative (for example, to include as a goal that the staff will work together as a team); and to maintain flexibility in moving toward goals.

RECYCLING PLANNING

Just as important as the initial planning process and the management of the plan is the recycling of the planning process. Given the limitations of human understanding and the speed with which our world is changing, it is almost imperative that planning to plan be built into every plan. Setting a definite time to assess progress to date and revise and recycle the plan for the future allows those involved to begin to ask themselves, "What is working well? What hasn't worked very well? Why did some things go wrong? What weaknesses in our planning process or in the plan have become evident during the operation of the plan? How can we take steps to improve the planning process?" In brief, in recycling planning a group gathers together the lessons it has learned and, following the important steps in planning as it did in previous planning cycles, establishes a new plan. It is, of course, easiest to gain commitment to plan again if the original

planning process has proven to be an effective one. If, on the other hand, that process was relatively ineffective, it may be appropriate to use a skilled consultant to train the group in both planning and managing the plan.

In managing, evaluating and recycling planning it is important to establish the role of the original planning group. Will managers make reports to the group? Will the group monitor the evaluation of the plan? Will some or all of the members of the group be involved in recycling planning? Or will the group cease to exist after the plan is implemented? The answers to these questions imply different functions and responsibilities of the planning group and also define a variety of relationships between the planning group and those who must implement the plan. While there is no single "best" role for the planning group, organizational, and legal constraints must be considered in any decisions.



AFTERWORD:
THE ROLE OF COMMUNITY EDUCATORS IN COMMUNITY-WIDE PLANNING

This handbook has been directed primarily at community education planning groups. However, community educators can play a part in community-wide planning as well, particularly if they have an understanding of and experience in comprehensive planning. The systems and approaches described in this handbook can be used effectively in other situations. As experienced planners, community educators can:

+ provide leadership for planning, and assist in the development of the leadership abilities of others for planning and for the management of planning;

+ provide a process for planning, based on the philosophy of participatory decision making, which is central to community education;

+ provide a conceptual framework for planning, in which the process as well as the product are considered important; and

+ provide a systematic approach to planning and a set of skills necessary for effective planning and the management of planning.

Community education can, then, serve as a clearinghouse for planning, a framework within which schools and other public and private agencies can work to establish goals, set objectives, and create systems to measure and manage the achievement of accomplishment of objectives, and thus move toward a better community for all citizens.

APPENDICES

APPENDIX A
Training Outline for Planning

APPENDIX A

NOTE: The following training outline has been developed as a result of the 1979-80 U.S.O.E. Community Education Training for Planning Project. The outline is, however, only a guide and should be modified as necessary.

For more information on the Training for Planning Project, refer to the Final Report and Evaluation of the project, available from the Southwest Center for Community Education Development, Arizona State University

APPENDIX A: TRAINING OUTLINE FOR PLANNING

Session I Orientation to Training (1-2 hours)

What is the intended purpose of the training?
What are the expected outcomes of training?
What are the groups' responsibilities in the training?
What are the trainers' responsibilities?
How did this training come to be?
How will decisions about training be made?

Outcomes: Commitment to Training

Session II Introduction to Planning (4-6 hours)
Chapters 1-2

What is planning and why are we interested in it?
What makes planning effective?
What is needed to assure an effective planning process?
Who should be on the planning group?
What leadership is needed?
How can the group identify and/or develop leadership?

Resources: Chapters 1 and 2 of Handbook,
Burbach and Decker (1979)
Young (1978)
Planning Assistance Kit (1980)

Outcomes: Composition of Planning Group
Plan for Planning

Session III Approaches to Planning (12-18 hours)

What approaches to planning exist?
Who are these approaches used?
What are the advantages and disadvantages, strengths and weaknesses of each approach

Resources: Chapter 3 of Handbook
Sergiovanni (1980)
Planning Assistance Kit (1980)
DeLargy (1975) and CEGA
Hoffer (1977)

Outcomes: General Outline of a Plan

Session IV Planning for Needs/Resources Assessment
(2-6 hours--depending on team needs)

How can needs and resources be assessed?
How can that information be used?

Resources: Chapter 4 of Handbook
References listed in Handbook

Outcomes: Needs/Resources Assessment Plan

Session V Planning for Evaluation
(3-6 hours--depending on team needs)

What needs to be evaluated?
How can this evaluation be done?

Resources: Chapter 4 of Handbook
References listed in Handbook

Outcomes: Evaluation Plan

Session VI Planning for Operations
(6-10 hours)

What are the components of operating a community education program?

How can this be planned?

Resources: Chapter 4 of Handbook
References listed in Handbook

Outcomes: Plans for Scheduling, Facility Development and Use, Funding and Budgeting, Programming

Session VII Planning for Human Resource Development
(8-12 hours)

What human resources exist and can be developed?
How can this development be planned?

Resources: Chapter 4 of Handbook
References listed in Handbook

Outcomes: Plans for Staffing and Managing Community Education, and for Citizen Involvement in Community Education

Session VIII Planning for Interagency Cooperation and Collaboration (4-8 hours)

What outcomes can be expected of interagency cooperation and collaboration?
How can cooperation be planned?

Resources: Chapter 4 of Handbook
References listed in Handbook

Outcomes: Plan for Interagency Collaboration and Cooperation

Session IX Evaluation of Training, Sharing of Long-Range Plans (4 hours)

Session X Follow-up Sessions - To Discuss Progress on Plans, Monitoring Activities
(2 hours each session)

APPENDIX B
Helpful References

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APPENDIX C
Sample Goal-Setting and Planning Instruments

WHAT'S GOOD ABOUT YOUR COMMUNITY?

Your community check list. Rate the assets of your community 1-2-3

	Public Libraries Poor Fair Good 1 2 3	Water Supply Poor Fair Good 1 2 3	Family Living Conditions Poor Fair Good 1 2 3	General Appearance of Roads, Parks, Streets Poor Fair Good 1 2 3
City Planning Program Poor Fair Good 1 2 3	Employment Opportunities Poor Fair Good 1 2 3	Garbage and Trash Disposal Poor Fair Good 1 2 3	Family Income Poor Fair Good 1 2 3	Recreation Opportunities for all Ages Poor Fair Good 1 2 3
Local Industry Poor Fair Good 1 2 3	Availability of Doctors & Dentists Poor Fair Good 1 2 3	Fire Control Poor Fair Good 1 2 3	Community Organizations Poor Fair Good 1 2 3	Conservation of Soil Water, Timber Poor Fair Good 1 2 3
Local Stores Poor Fair Good 1 2 3	Hospitals and Clinics Poor Fair Good 1 2 3	Flood Control Poor Fair Good 1 2 3	Parks and Playgrounds Poor Fair Good 1 2 3	Public Buildings Poor Fair Good 1 2 3
Sources of Credit Poor Fair Good 1 2 3	Community Growth Potential Poor Fair Good 1 2 3	Condition of Houses Poor Fair Good 1 2 3	School Facilities Poor Fair Good 1 2 3	Street and Road Maintenance Poor Fair Good 1 2 3
Local News Coverage Poor Fair Good 1 2 3	Sewage Disposal Poor Fair Good 1 2 3	Parking Poor Fair Good 1 2 3	Churches Poor Fair Good 1 2 3	Surface Water Drainage Poor Fair Good 1 2 3
Adult Education Poor Fair Good 1 2 3	Youth Opportunities Poor Fair Good 1 2 3	Local Government Poor Fair Good 1 2 3	Law Enforcement Poor Fair Good 1 2 3	Tourist Facilities Poor Fair Good 1 2 3
Column 1 Sub-total ___	Column 2 Sub-total ___	Column 3 Sub-total ___	Column 4 Sub-total ___	Column 5 Sub-total ___

OPEN-END QUESTION

In your opinion, what are the three most important things which need to be done to make this a better community?

_____

_____

_____

How would you like your community to grow?

_____ Retirement Area
_____ Bedroom Area
_____ Industrial Area
_____ Combination of Above

Column 1 Subtotal _____
Column 2 Subtotal _____
Column 3 Subtotal _____
Column 4 Subtotal _____
Column 5 Subtotal _____

Total _____

(Possible Score - 102)

GOAL-SETTING WORK SHEET

GOAL STATEMENT	PERFORMANCE OBJECTIVE	NEEDED RESOURCES	COMPLETION DATA	GOAL PROCESSOR

Establishing Goals

ARIZONA COMMUNITY EDUCATION ASSOCIATION

Problem Identification and Analysis

1. What is the problem?

2. What are the causes of the problem?

3. Who causes the problem?

4. Who is affected?

5. What are possible solutions to resolve the problem?

6. What action or kinds of things would have to occur for you to feel that this problem was solved?

ARIZONA COMMUNITY EDUCATION ASSOCIATION

Goal

Improve & Expand the Community Education Concept in Arizona

FORCE FIELD ANALYSIS

FOR Forces facilitating goal accomplishment →	← AGAINST Forces restraining goal accomplishment

1. List forces working for and against the accomplishment of the goal.
2. Rate the forces as to their relative importance, clarity and difficulty of eliminating them.
3. Rank the forces.
4. Select the against force which you feel is most crucial to be eliminated to reach the goal.
5. Further define and analyze on attached page.

THIS IS YOUR WORK COPY

GOAL-SETTING RELATED TO SUCCESSES

Success breeds success. The achievement of one goal usually leads to the achievement of many goals. Through awareness of past successes, we may understand the areas in which we are most likely to succeed.

Examine successes. Choose one area in which the program has experienced the most success, and set a goal in this area for the coming year; (e.g., if there has been success in athletic activities, you might decide to plan for more sports, etc.).

1. Success area involved:

2. The goal:

3. This goal is (check off):

_____conceivable

_____believable

_____achievable

_____controllable

_____measurable

_____desirable

_____stated with no alternative

_____growth-facilitating

4. Time for Goal achievement: _____

5. Goals achieved:

_____yes

_____no

FORMAT FOR A WRITTEN PLAN

Component_____ Needs Assessment				Program Description		Timeline			
What is	What should be	Discrepancy	Analysis of the discrepancy	Objectives	Solution procedures				

Ongoing Planning				
Monitoring		Evaluation	Decision making	

The formats for ongoing planning and yearly evaluation, shown here, are for the overall program plan, not for each component.

Yearly Evaluation